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ABSTRACT

All thirty-two prime sponsors of Comprehensive Employment and Training Act (CETA) program in Pennsylvania were surveyed in order to determine their observations about the nature and effectiveness of CETA/educational linkages in their areas. The respondents were also asked to nominate programs in their areas that they considered as good or poor examples of linkages. The program operators of these nominated programs were then surveyed to ascertain their rating of the effectiveness of their CETA/educational linkages and suggestions for improvement of, or establishment of, such linkages. Of 145 nominees, 138 responded. Sixty-eight program operators and twenty-six prime sponsors were interviewed in depth. Review of pertinent literature and the findings from these interviews and surveys resulted in the general conclusion that divergent philosophies concerning goals, lack of communication, personality conflicts, frequent change in personnel, different fiscal calendars, inflexible regulations and eligibility criteria, unnecessary and burdensome paper-work, local conservative and political differences, local transportation deficiencies and political pressures all play a role in determining the effectiveness of CETA/educational linkages. Ten recommendations for improvement were made. (The study report is largely made up of the viewpoints and comments of the respondents and interviewees.) (KC)

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IMPROVEMENT OF CETA/ EDUCATIONAL LINKAGES

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FINAL REPORT FOR

GOVERNOR'S SPECIAL GRANT
PROJECT NUMBER 3-50-014A-80003

U.S. DEPARTMENT OF HEALTH
EDUCATION & WELFARE
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CE 028 636

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I. INTRODUCTION

A. Importance of Central Features of CETA

The Comprehensive Employment and Training Act (CETA) has had a significant impact on almost every American community. During the course of this study, as the unemployment rate has risen, CETA has become all the more important especially to those communities that have suffered plant closings and/or large layoffs.

Inasmuch as local labor markets differ not only in the degree of unemployment but also in the composition of their target populations, CETA legislation wisely recognizes that local communities are in the best position to determine their own needs and to devise programs that will best solve their own employment problems. In fact, CETA's basic rationale is that those who understand the nature of local problems and the character of local institutions are the ones who should propose the programs and administer the services. Accordingly, when CETA was reauthorized and extended in 1978, it acquired the central features that are described below and that form the context for this study.[1]

1. Basic decision-making authority over federal manpower program expenditures is lodged primarily with cities and counties with more than 100,000 people or with consortia of cities and counties designated as CETA prime sponsors. States are responsible for operating a "balance-of-state" program for the remaining small towns and rural areas that are either geographically isolated or that choose not to join a contiguous consortium.

2. The governor receives some discretionary funds to provide special statewide services, to operate a state employment and training council, to provide supplementary vocational education services (by passing funds through the state vocational education board), and to establish linkages and relationships between CETA prime sponsors and education agencies and institutions. The funds for this latter purpose were added by the 1978 CETA Amendments and are the source of support for this study.

3. The United States Department of Labor also retains some discretionary monies to be used for research and evaluation and to serve special national target groups such as native Americans and migrant farm workers. In addition, the Department of Labor retains substantial discretionary funds to finance national demonstration projects and research aimed at identifying exemplary programs.

4. Most CETA money is allocated by a formula that contains weights for such items as local unemployment rates, the number of low income persons and previous federal manpower expenditures within each area. Under the 1978 CETA Amendments, most of the allocations fall within the jurisdiction of three titles: Title II is primarily intended for a variety of training and work-experience programs, and it includes a public service employment program aimed at structural unemployment specifically for the disadvantaged. Title IV includes the job corps and youth employment programs, the latter

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[1]The authors are indebted to The Comprehensive Employment and Training Act: A Guide for Educators by Paul L. Franklin, published by the College Entrance Examination Board, New York, 1979, for most of the material in the following summary statement. See Introduction, pages 1-3.

having been authorized by the Youth Employment and Demonstration Projects Act of 1977 (YEDPA). Title VI is a large countercyclical public service employment program added in late 1974 and reauthorized in 1978. Standards for eligibility of individual clients are specified for each title.

5. The Department of Labor, particularly through its 10 regional offices, retains a variety of supervisory duties and responsibilities. However, its essential responsibility is to provide technical assistance to the designated local CETA jurisdictions, which are called prime sponsors.

Eligibility requirements for Title II apply to the ". . . economically disadvantaged, and unemployed, underemployed or in-school." Services include counseling, job exploration, placement services and financial allowances for those enrolled in secondary schools, high school equivalency programs, junior or community colleges and public or private technical schools.

Title II includes an authorization of one percent of each state's Title II allocation to be used by the governor in encouraging and establishing linkages between prime sponsors and other institutions and/or agencies providing approved training programs. Mr. Franklin on page 3 of his publication The Comprehensive Employment and Training Act: A Guide for Educators, cited earlier, states:

> "This (provision), plus other new references to education, reflects a congressional desire to strengthen the relationship between CETA programs and conventional educational institutions, particularly secondary schools, and postsecondary institutions that offer vocationally oriented curriculums."

B. Purpose of Study and Methods of Investigation

The Pennsylvania Department of Education (PDE) was awarded a contract by the Pennsylvania Department of Labor and Industry to explore the "Improvement of CETA/Educational Linkages." The original PDE proposal noted that the success of any CETA program is very much dependent upon the effectiveness of the linkages between the various institutional components that are brought to bear upon the problem of aiding those who meet the criteria for assistance. The proposal also noted that, at a July 1979 meeting of Pennsylvania's prime sponsors with state agency people, the prime sponsors reported a high incidence of problems involving educational linkages and expressed considerable concern about this. Accordingly, the PDE proposed a study:

> "to identify the nature of the educational linkage problems encountered and to determine what solutions, if any, were developed by the participating prime sponsors and/or their operating agencies that could be generalized to other programs."

The goal of this project has been to obtain basic information from the current 32 prime sponsors, their operating agencies and cooperating educational institutions about past and present educational linkage mechanisms in order to determine how CETA/educational linkages might be improved. More specifically, the objectives have been:

1. To determine which prime sponsors and/or operating agencies have effective linkages with educational institutions in their areas.

2. To determine which prime sponsors and/or operating agencies do not have effective linkages with educational institutions in their areas.

3. To determine what significant differences there are between the programs of prime sponsors and/or operating agencies that report good educational linkages and those that do not.

4. To determine what the requirements are for effective educational linkage in general and, specifically, in different environmental contexts (e.g., urban and rural).

5. To disseminate the findings to prime sponsors, operating agencies and educational institutions via a written report.

In accordance with these objectives, a questionnaire survey form with a cover letter was sent to all 32 prime sponsors on February 4, 1980 (see Appendix A). Subsequently, on March 31, 1980 a second questionnaire survey form with another cover letter was sent to 145 program operators who had been nominated by the prime sponsors because they were perceived to have "highly satisfactory CETA/educational linkage arrangements" or arrangements "marked by educational linkage problems" (see Appendix B).

The cover letter defined "linkage" simply to mean:

> "effective personal and organizational cooperation in the planning, administration and evaluation of CETA programs on the part of the prime sponsors, appropriate educational agencies and institutions, and institutions providing training programs."

In addition, the letter stated:

> "We hope that our study will enable us to identify and share not only the essential elements of successful linkages but also useful remedies for unsuccessful linkages. In short, we are looking for models that are transportable and transplantable."

As the returns arrived and were being analyzed, interview guidelines and questions were formulated, submitted to colleagues for review, field tested and finally revised again (see Appendix C for final version). Interviewees were selected and scheduled on the basis of their likelihood of revealing significant linkage characteristics. Efforts were made to include not only all major geographical regions of the state but also urban, suburban and rural areas within the regions. Special attention was also given to situations in which the prime sponsor's and program operator's perceptions of their linkages differed radically (i.e., "highly satisfactory" versus "a substantial problem"). To encourage maximum candor and responsiveness, all interviewees were assured at the outset that the interviewers were not program evaluators and that all comments would be held in strict confidence; that is, not identified either by person or by program.

Copies of the letters, questionnaire surveys and interview forms are contained in the Appendix, and the results are reported in detail in Chapters II and III.

C. General Response and Coverage

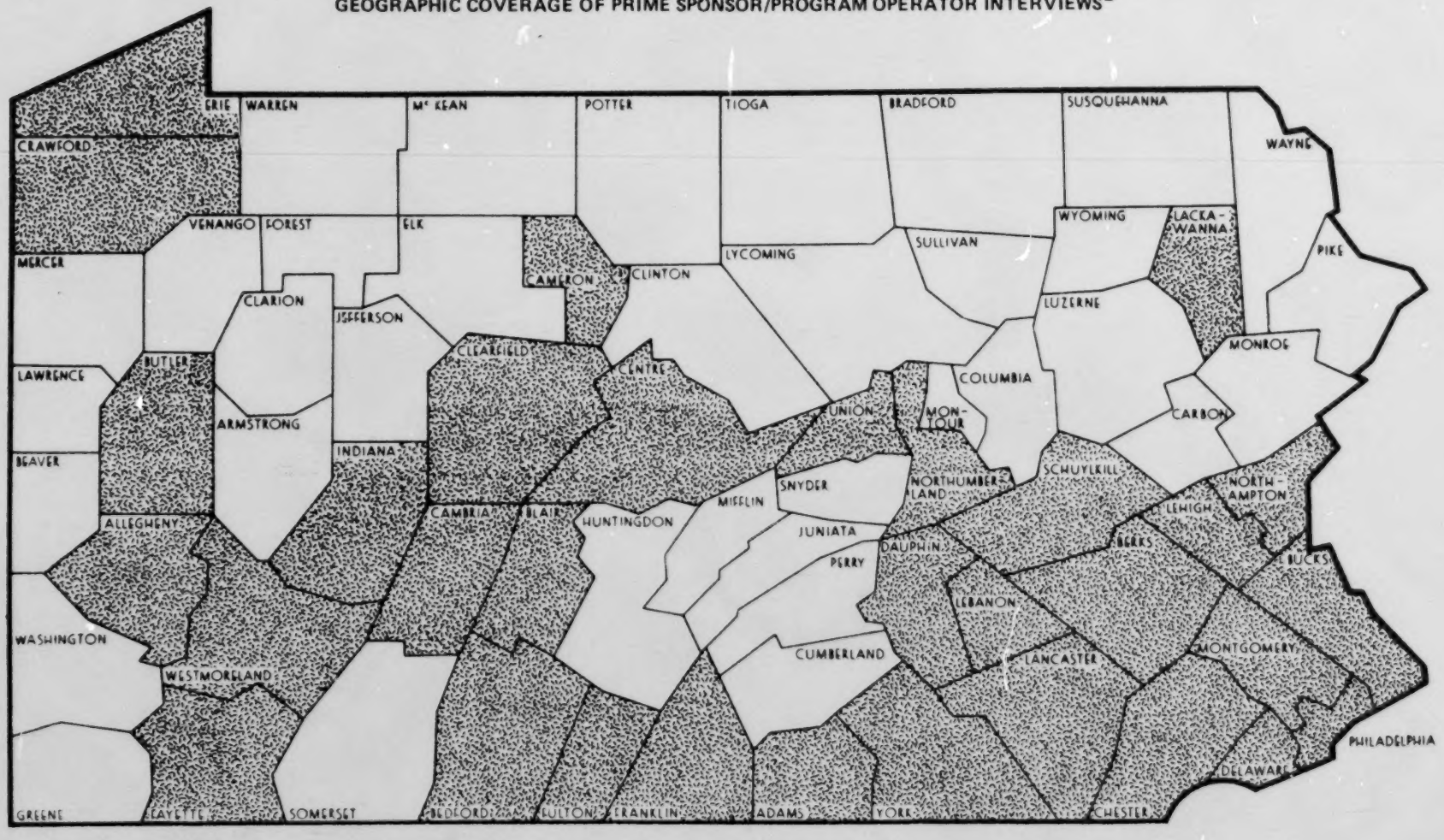
Owing to intensive follow-up efforts by telephone and mail, the returns from both questionnaire surveys were exceptionally high. The first questionnaire, entitled "CETA Prime Sponsor Educational Linkage Survey," finally elicited a 100 percent response from the 32 prime sponsors. The second questionnaire,

entitled "CETA Program Educational Linkage Survey," eventually brought a 95.2 percent return from the 145 program operators who were nominated by the prime sponsors.

In-depth interviews were held with 26 prime sponsors and 68 program operators. Ninety-four interviews were held in 26 counties, five large cities and six consortia. The map on the next page indicates the geographical areas that were covered. Although the number of interviews ranged from one to seven per county, in most instances, interviews were held with the prime sponsor or a member of his staff and two to four program operators in each county area.

FIGURE 1

GEOGRAPHIC COVERAGE OF PRIME SPONSOR/PROGRAM OPERATOR INTERVIEWS[1]



[1]The shaded portions denote the geographic areas covered.

II. RESULTS OF QUESTIONNAIRE SURVEYS

A. CETA Prime Sponsor Educational Linkage Survey

Responses to the eight questions on the first questionnaire survey are summarized below in the order in which they were presented:

1. *How satisfied are you with the CETA/Educational Linkages in your area of jurisdiction?*

		#	%
a.	Very satisfied	8	25.0
b.	Relatively satisfied but some problems exist	19	59.4
c.	Not very satisfied, in need of substantial improvement	5	15.6
d.	Not at all satisfactory, with very difficult problems to resolve	0	0.0
	Total -	32	100.0

2. *How satisfactory are your CETA/Educational Linkages now relative to past years?*

		#	%
a.	Much the same as in the past	13	40.6
b.	Much less satisfactory than in the past	3	9.4
c.	Much more satisfactory than in the past	13	40.6
d.	Our program is too new to be able to refer to the past	3	9.4
	Total -	32	100.0

When the responses to these two questions are combined to form patterns of response, it is apparent that 46.9 percent of the prime sponsors saw the educational linkages of the programs in their area of jurisdiction as being, in general, very satisfactory (patterns a-a, a-d, a-c) or as markedly improved (pattern b-c), with another 34.3 percent seeing their programs as being, on the average, relatively satisfactory (patterns b-a, b-d) and only 18.7 percent as not very satisfactory (patterns c-a, c-d, c-c) or as deteriorating (patterns c-b, b-b).

Response Pattern	Pattern Interpretation	No. of Responses	Percentage Distribution
a-a a-d	Linkages very satisfactory from the beginning	4	12.5
a-c	Linkages are very satisfactory and have improved over time	4	12.5
b-a b-d	Linkages have been a problem all along but not severely so	11	34.3
b-b	Linkages are still relatively satisfactory but have become less so	1	3.1
b-c	Linkages have improved but are not completely satisfactory	7	21.9

Response Pattern	Pattern Interpretation	No. of Responses	Percentage Distribution
c-a c-d	Linkages have not been seen as satisfactory; i.e., there has been a long standing need of improvement	1	3.1
c-b	Linkages are not very satisfactory and have been becoming worse	2	6.3
c-c	Linkages are not very satisfactory yet but have been improving	2	6.3
	Total	32	100.0

3. *If your CETA/Educational Linkages were rated by you in Item 1 as "very satisfied," please indicate briefly what you believe made this achievement possible; i.e., a planning strategy, existing personal relationships, etc."*

Responses to this item mentioned cordial personal relationships, sincere efforts to cooperate, willingness to understand each other's roles, common goals, good communication, regular meetings and frequent contacts as the main reasons for very satisfactory linkages. Several respondents even attributed the success of their linkages to the efforts of one particular individual who established close rapport with operating agencies. Other respondents attributed their success to special strategies such as:

- "A prime sponsor policy of using existing facilities and resources, avoiding duplication of services and contracting as opposed to providing services directly."
- "A prime sponsor policy of establishing the Youth Employment and Training Program (YETP) on a comprehensive county-wide basis through the intermediate unit rather than a program fragmented on a school district basis."
- "Participation of educational representatives on the Prime Sponsor Advisory Council and in informal exploratory planning."
- "Asking school personnel to sit on our advisory boards, to provide information and to submit suggestions for proposed programs; using school instead of CETA terminology; expressing benefits in terms of the school and youth; seeking to bridge the gap between 'school' learning and what local industry needs people to know."
- "Early planning and follow-up on training."
- "Informing educational and nonprofit agencies about all programs in operation and seeking their opinions and evaluations; developing current inventories on all agencies and programs; meeting with different agencies to discuss possible additions to current programs and training courses."

- "Planning strategy of writing down desired educational programs including time parameters (length of total program hours, time of day, hours per day, inclusive dates, etc.), desired goals and outcomes, number of students, student characteristics and who would do the recruiting; soliciting Requests for Proposals (RFPs) from institutions, within a time parameter, including total cost of services; evaluating RFPs and awarding contracts which state 'specific obligations' of the institution regarding the delivery of services; and contacting institutions at least once a week during the term of the program."

Thus, those prime sponsors who perceived their linkages as very satisfactory attributed their success either to (1) individual relationships and leadership and/or (2) organizational policies and procedures.

4. *If you indicated that you had problems in the past but now find the situation "very satisfactory" or "relatively satisfactory," what strategies did you use to improve the situation?*

In response to this question, many prime sponsors stated that they had to soothe jurisdictional tenderness on the part of both educational and CETA personnel. Wrote one:

- "When CETA was first instituted, it is probable that many educational institutions felt threatened by a new agency in their midst whose purpose was not clear. Conversely, the CETA organization for the first few years had its major focus on internal systems and problems and did not see the benefits to be derived from the involvement of other agencies in CETA programs. As funding levels increased and operations became more sophisticated, a greater degree of program coordination became necessary. This process was facilitated by the fact that the director of the county Area Vocational-Technical School (AVTS) was a member of the Prime Sponsor Advisory Council. This relationship opened up linkages with the AVTS and each of the 15 school districts in the county."

A variation of the same theme was expressed by the prime sponsor who wrote more succinctly:

- "Linkages seem to be largely a function of the people involved. Some schools see us as competitors, while others are very cooperative. Most of our beneficial linkages occur with the vo-tech system. There is little, if any, understanding of CETA among school districts. A program to educate them would be very beneficial."

Still another prime sponsor wrote simply:

- "We pointed out that we were most assuredly not in competition for the same people."

Emphasizing the paramount importance of establishing good personal contacts and cooperative working relationships, one prime sponsor wrote:

- "A major effort was made in the first year of YETP programming to make contact with all local education agencies (LEAs) within the county. Two luncheon meetings were held between CETA and all school superintendents--one to explain the programs and a second follow-up meeting to discuss issues raised during the early months of program operation. In addition,

each school district was personally visited by a member of the CETA youth staff during the first year. . . . Much emphasis has been placed on encouraging communication both between CETA and individual LEAs and between LEA personnel who are responsible for program operations. In addition to visits, pre, post and during program operation and group meetings of LEA program personnel, we have been involved from the first in open and systematic program evaluation. A summary of all data collected concerning the program surveys of program participants and personnel have been sent to school superintendents at the end of the program and an overall program report published annually. This has made it possible to give objective feedback on program operation and has led to improved communication on problem and success areas and to an atmosphere conducive to genuine attempts at program improvement."

Although less detailed than this model statement, other program sponsor comments echoed the same message; namely, that good CETA/educational linkages do not occur accidentally but are achieved only through deliberate planning and systematic effort. Everyone agreed that regular communication leads to better general understanding which, in turn, provides a solid basis for resolving honest differences through earnest negotiations. By this approach, responsibilities have been better defined, authority more effectively centralized, coordinators appointed, schedules made more flexible, transportation problems solved, better labor market data obtained, attitudes toward CETA participants changed, etc.

Several prime sponsors claimed their linkages were improved when agreements were formalized. One pointed out that misunderstandings were eliminated with the advent of:

- "Tighter contracting requirements, particularly as applied to recordkeeping and reporting; closer monitoring of performance; increased training for all program operators (including educational agencies) designed to promote an awareness of CETA as a comprehensive system and of the prime sponsor's accountable role; and a greater definition of roles and linkages among programs."

One prime sponsor summarized his experience very succinctly by attributing his progress to (1) improved communication with educational agencies, (2) improved program planning, and (3) closer and improved monitoring.

5. *If you indicated that you were not satisfied, describe briefly below what problems you are now experiencing with regard to CETA/Educational Linkages and what strategies, if any, you are attempting or planning to use.*

Although few prime sponsors responded to this question, those who did respond cited a variety of problems, some of which they were already attempting to solve and others of which they were still seeking ways to solve, as indicated below:

- "Problems exist because of different fiscal years, reporting requirements, etc., and these are being addressed at coordination meetings. A major difficulty is the limited number of educational facilities which can offer appropriate and/or prime-time training."

- "The major problems (outside of personalities) seem to be (1) lack of administrative monies under the Governor's grant, (2) the current participant criteria which restrict eligible population, and (3) school board philosophy on use of buildings and equipment."

- "There is a serious lack of coordination between CETA and the local vocational education institutions which seriously hampers the type of services available to participants. At this time, we have exhausted all the alternatives for solving this problem, and we would appreciate any suggestions to resolve this situation."

- "One problem is that academic credit is not given in all school districts for work experience. We have appointed the person responsible for our best program (in terms of academic credit) to chair our in-school subcommittee. We hope this will lead to consistency in giving credit in all school districts. Our biggest problem is how to get credit for skill training for the high school dropouts and to integrate GED training with skill training for credit. . . . Another problem is that one school district wants no part of 'federal programs.' We are appointing a respected clergyman from that rural area to our advisory board hoping that it will help 'crack' the district. Also, we have invited a representative from the district to sit with the subcommittee to gain a better understanding of our program."

6. *Please write in below the names and addresses of at least five programs characterized by highly satisfactory CETA/Educational Linkage arrangements that were the result of a deliberate use of a linkage planning strategy and which we may investigate further by personal interview. (If there are more than five, please append a list.)*

   The 32 prime sponsors nominated a total of 111 programs in this category. The numbers nominated ranged from 0 to 7 and averaged 3.5 for each prime sponsor.

7. *Please write in below the names and addresses of up to five programs characterized by marked educational linkage problems that we might profitably explore further in order to get a detailed picture of the kinds of problems they have run into. (If more than five, append a list.)*

   The 32 prime sponsors nominated a total of 34 programs in this category. The numbers nominated ranged from 0 to 4 and averaged 1.1 for each prime sponsor.

8. *Do you have any additional comments or suggestions that would help us to identify successful strategies or models for the establishment of successful educational linkages?*

   Because of its open-ended nature, this last question drew an assortment of replies that do not lend themselves to easy classification; nevertheless, the following comments are worth reporting:

   - "Secondary schools need to be acquainted with the purpose (and availability) of YETP programs."

   - "The Pennsylvania Department of Education should inform local education agencies exactly what type of academic credit could be given to participants in CETA-related programs."

- "Prime sponsors need prime-time training and a curriculum that allows for open-entry and open-exit."

- "The first response to a RFP is 'No, we can't do that. It takes too much time; it would cause scheduling difficulty; they will damage equipment; it causes too much turmoil and requires too much from staff (with union contracts), etc.' CETA strategy is to have a 'fact sheet' with expected outcomes which usually answers most of the questions."

- "Although most of our linkages are still in their infancy, the following strategies seem to be producing results: (1) willingness to meet others halfway, (2) development of credibility through presentations at meetings, (3) support of and pressure on educational institutions on the part of the Pennsylvania Department of Education and Department of Labor and Industry, and (4) availability of CETA funding incentives to educational institutions."

B. CETA Program Educational Linkage Survey

The responses of the operators of the nominated programs to the eight questions on the second questionnaire survey are summarized below in the order in which they were presented:

1. How satisfactory have your CETA/educational linkages been?

Program Operator Ratings	Good Linkage Nominees		Poor Linkage Nominees		All Nominees Combined	
	#	%	#	%	#	%
a. Very satisfactory	61	61.0	8	26.7	69	53.1
b. Relatively satisfactory	32	32.0	11	36.7	43	33.1
c. Not very satisfactory	3	3.0	7	23.3	10	7.7
d. A substantial problem	4	4.0	4	13.3	8	6.1
No answer or unusable		-			(8)	-
Total	100	100.0 (76.9)	30	100.0 (23.1)	138	100.0

Thus, 61 percent of those program operators nominated by their prime sponsor as having very good linkages also rated their programs as "very satisfactory" in this regard, while only 26.7 percent of those nominated as having poor linkages said that their linkages were "very satisfactory." In contrast, only seven percent (three percent plus four percent) of those program operators nominated as having very good educational linkages said that their linkages were "not very satisfactory" or represented "a substantial problem," while 36.6 percent of those nominated as having poor linkages did so.

Obviously, despite the program operators' natural tendency to put their best foot forward and the prime sponsors' reluctance to name programs with poor linkages (only 23.1 percent of all programs nominated), the prime sponsors and program operators were generally in good agreement. The degree of agreement (correlation) is far too high to be due to chance; i.e., less than one out of a thousand probability of being merely a chance relationship.

2. *If you indicated that your CETA/educational linkages have been "very satisfactory" or "relatively satisfactory," please describe the factor(s) contributing to their success.*

Not surprisingly, in the light of the results of the first questionnaire, the responses to this item also emphasized the importance of individual relationships and leadership, as well as organizational policies and procedures, in establishing and maintaining satisfactory linkages. Over and over again, the respondents attributed the success of their linkages to "excellent," "effective," "good," "direct," "open," "personal," "regular," "frequent," etc., communication and likewise to "active," "close," "willing," "understanding," "mutual," "genuine," "sincere," etc., cooperation. Although these and other terms overlap and are in a sense redundant, they do make it abundantly clear that personal relationships are absolutely essential in a good linkage. Someone had to take a personal initiative in establishing a working relationship and someone else had to respond positively to that overture. Thus, time and again, respondents referred by name to so-and-so (a specific individual) who "is very easy to get along with," who "has been very cooperative," who "has answered all our inquiries," who "is prompt and courteous in his responses," who "is efficient and knowledgeable," who "solved the turf problem," etc. In addition, the best linkages reflect a mutual concern for program effectiveness, a common goal to assist others, which is epitomized by the following comments:

- "The prime sponsor, executive director and the vo-tech director eat breakfast together and talk. We want to serve humans."
- "Both CETA and vo-tech personnel are eager to serve the needs of the unemployed."
- "Both vo-tech and CETA are primarily working toward the same objective--helping people."
- "Both parties (show) a willingness to develop a program that is beneficial to CETA clients."

Although goodwill on the personal level is certainly essential, it is not always sufficient to sustain productive linkages, especially in urban areas. Many program operators attributed their satisfactory linkages also to organizational policies and procedures. For example, a surprising number of them expressed appreciation to CETA for taking the initiative to provide orientation programs and training sessions for school personnel, while others expressed appreciation to CETA for exercising leadership in helping them formulate objectives and evaluate the training programs for clients. Thus, more than a few program operators ascribed their success to organization factors such as the following:

- "Proper planning of the types of programs to be operated prior to the start of the programs."
- "Specific objectives and program outcomes stated in advance."
- "Clear guidelines regarding function, organization and procedure."
- "Acceptance and resolution of directions and objectives mutually agreed upon."

- "General agreement on needs of target group."
- "Assessment of industrial needs."
- "A workable training agreement."
- "Ongoing evaluation of programs. Good supervision."
- "Continuous feedback on program efficacy from prime sponsor."
- "Effective monitors and CETA management."

Many program operators felt their linkages were greatly strengthened by having membership on the prime sponsor's advisory council and, conversely, by having CETA representatives on school advisory boards. Undoubtedly, this two-way involvement has helped to broaden the perspective of both parties and, thereby, to reinforce their efforts. Interestingly, in several instances, the value of this mutual understanding of each other's problems was illustrated indirectly by such approving statements as the following:

- "The CETA representative is a former vo-tech teacher with a knowledge of educational training."
- "(I) had previous experience as a CETA supervisor."

Finally, it is worth noting that certain explanations of satisfactory linkages tended to cluster in certain prime sponsor areas. For example, in one area, all program operators agreed that the CETA office was especially efficient and knowledgeable. In another, they all agreed that the Bureau of Employment Security was exceedingly helpful. In still another, they were unanimous in their view that the advisory council was unusually active and effective. Hence, like the CETA respondents, the program operators ascribed their satisfactory linkages to a variety of individual relationships and organizational policies.

3. *If you indicated that your CETA/educational linkages have been "not very satisfactory" or "a substantial problem," please indicate the nature of the difficulties encountered.*

One would normally expect that the responses to this item would show the opposite side of the same coin; that is, an absence of the conditions that contribute to satisfactory linkages and the presence of factors that interfere with good linkages. To a certain extent, the responses fulfilled that expectation, but they also focused attention on some entirely new elements that heretofore have been largely overlooked.

To begin with, the respondents made it abundantly clear that, just as good communication lays a solid foundation for collaboration, <u>poor</u> communication undermines cooperation and undercuts negotiations. As the following statements illustrate, it was cited as the most common cause of unsatisfactory linkages:

- "There is poor communication between CETA and the school."
- "There is a communications gap in informing us of field instructions, federal regulations and reporting methods."

- "I do feel ongoing communications could be strengthened if CETA did not divide responsibilities among so many personnel."

- "We find it difficult to get prime sponsor answers in writing. There is no problem in getting verbal answers."

The faint distrust implied in the last sentence is amplified in the following comments:

- "I kept receiving the wrong forms and conflicting instructions."

- "Forms are changed so much you are never quite sure which ones are valid."

- "There is a difference in guidelines from consortium to consortium."

- "We have not been able to receive a definite answer on whether or not our proposal has been approved."

- "Grassroots personnel are not trusted to make decisions necessary for effective operation."

Whether it is fair or not, a considerable number of program operators attribute their unsatisfactory linkages to unqualified CETA personnel as the following statements indicate:

- "CETA personnel are not well trained for the positions they hold."

- "It often seems CETA personnel lack an understanding of program goals and objectives."

- "The prime sponsor's staff is inexperienced; hence, the AVTS must continually orient them."

- "They fail to recognize their role in the total scheme of things."

- "(Poor) quality of CETA staff, learning on the job, plus past turnover leads to problems, hold-ups, etc."

How many of these perceptions of ineptitude and/or inexperience are caused by frequent turnover of CETA personnel, one can only surmise. There is little doubt, however, that frequent changes in CETA staffing by themselves do cause linkage problems since they interrupt the continuity of relationships. These sample statements attest to this fact:

- "There are too many changes in CETA personnel. This creates a lack of continuity in programming."

- "There is too much change in CETA staffing and constant revision of guidelines."

How much criticism of CETA is occasioned by burdensome paperwork, changing regulations and unreasonable deadlines over which there may be very little local control, one can only conjecture. There can be no doubt, however, that these factors are regarded as causes of unsatisfactory linkages by many program operators, some of whom wrote:

- "The red tape is unbelievable."
- "There is an overwhelming burden of paperwork."
- "Too much time (is) lost in preparing reports."
- "Program funding is derived from two sources (about 50-50 from the local prime sponsor and the PDE). Reporting, accounting format and performance data requirements differ greatly."
- "There was an ongoing problem of excessive paperwork. Bookkeeping and cost records created excessive work for our small clerical staff. I suggest all cost accounting be handled by personnel outside the AVTS. This would avoid auditing problems because employee time charged to CETA would not be claimed as AVTS regular expense."
- "The regulations change so often and it's difficult to know what is expected of you. The forms and sign-offs are oppressive. Students' parents are averse to putting their salaries on federal forms. The process of certifying students is cumbersome and results in confusion. Some of our students were not paid until August because of confusion."
- "Administrative changes issued by CETA adversely affect the effectiveness of the program; specifically, the addition of a form requiring family income of participants which was introduced into the program during the operational phase. The addition of new requirements like this during the operational year makes administration and planning difficult."
- "Changes in legislation (occur) after the proposal drafting and sometimes after approval."
- "(There is) not enough time to plan."
- "(There are) unrealistic deadlines for submitting proposals. Time is too short from date when information is received until date it's due."
- "(We) cannot employ people we want for teaching positions."
- "More time is needed between contract approval and starting dates. All supplies must be sent out for bids, opened and contracts finally placed. From purchase order to time of delivery is at least two to three weeks. We must take supplies from day school to start programs and then replace them when the new supplies arrive."
- "Fiscal year differences cause some 'marriage' problems because of the need to recruit in January for a program beginning fiscally in October and in September for program start."
- "We are not able to plan for the long range."

Program operators also complain that CETA often does an inadequate job of recruiting, screening, motivating and placing participants as demonstrated by the following statements:

- "(There are) poor recruitment efforts by the prime sponsor after programs have been developed by AVTS."
- "There is a limited number of applicants available."
- "Method of selecting people for the classes (is a problem)."
- "Selection of students for machinist program (was poor). Many had no idea what program was about. Result: a lot of dropouts."
- "Counselors did not properly screen candidates for our project. Many did not meet minimum criteria."
- "There are unreasonable delays in determining student eligibility based on income standards."
- "Eligibility determination (takes) far too long."
- "Participants' motivation is tied too closely to the hourly stipend and being 'mothered' through the program."
- "(There were) placement difficulties for some programs. Foundry, machinists and cleaning worker placements were accomplished by the instructor."

It is interesting to note that although schools justifiably feel they "should have complete jurisdiction over instructional programs," they feel the need for and seek CETA's assistance in providing certain support services:

- "There is a lack of support services such as referrals, technical assistance, advice and information."
- "We need additional personnel employed through CETA to supervise and administer the program on out sites." (Refers to program activities not carried out in the educational institution proper.)
- "A workshop on fiscal guidelines is needed."

Once again, before moving on to the next questionnaire item, it is worth noting that just as certain positive characteristics of good linkages tended to cluster in certain localities so did certain negative characteristics of poor linkages appear to concentrate in particular geographical areas. What was a common problem in one area was often not a problem in other areas. Thus, it would be not only inaccurate but also unfair to leave the impression that all of the problems mentioned in this section occur uniformly across the state. Such is not the case. While some of the problems are widespread, others are quite local.

4. *Did your program experience CETA/educational linkage problems when it first began?*

56 Yes 79 No

5. *Have your CETA/educational linkage problems caused a deteriorating situation?*

17 Yes 118 No

6. *Have your CETA/educational linkages gradually strengthened and led to an improved situation?*

112 Yes 23 No

Thus, in items 4 to 6, 41.5 percent of the respondents stated their programs experienced CETA/educational linkage problems when they first began, 12.6 percent said their CETA/ educational linkage problems caused a deteriorating situation and 83 percent felt their CETA/educational linkages gradually strengthened.

Obviously, in the minds of the program operators, most linkages have improved over time. Looking at these percentages, one might infer that in the beginning there were inevitable start-up problems which were gradually solved as programs matured and as both parties traveled around the track a second, third and fourth time. Obviously, too, some linkages went from bad to worse and a few neither deteriorated nor improved. Both extremes, as well as the average, were examined further during the interview phase of the project.

7. *Please list any kinds of evidence (e.g., placement surveys, student questionnaire results, prime sponsor evaluations, polls of employers, community agencies, school boards, etc.) that you have used to determine the effectiveness of CETA/educational linkages.*

8. *Are you aware of any CETA/educational linkage assessments that others (e.g., prime sponsors, community agencies, employers, advisory councils, etc.) have made of your program? If so, please list the organization(s) and, if possible, the address(es).*

In retrospect, it is obvious that these two questions would have been much clearer if "you" in number 7 and "others" in number 8 had been underlined, for the real intent of the two questions was to elicit information regarding any efforts (1) the program director and (2) others (external to the program) had made to evaluate the effectiveness of CETA/educational linkages. Owing to this lack of clarity, most respondents answered number 7 from both points of view and then did not respond at all to number 8. In addition, most respondents provided evidence of general program effectiveness rather than of CETA/educational linkage assessment, specifically.

In spite of these imperfections in the questions and the answers, the responses are useful because they provide a wide range of evidence concerning program performance which is surely an indirect measure of linkage effectiveness. Even though the questions cannot be treated separately (because the above distinction was not clear) and even though the answers cannot be treated statistically (because of their subjective nature), it is interesting to note the following generalizations:

- "There is practically no evidence of any formal study or evaluation of CETA/educational linkages per se on the part of program operators."
- "There is abundant evidence, on the other hand, of evaluations of placement and other specific program outcomes that reflect indirectly on the relative effectiveness of linkages."

Program directors listed placement surveys, prime sponsor audits, student evaluations and employer reports more frequently than other measures of program success. They also cited, however, myriad assessments made by school personnel advisory bodies, consortia, community agencies, universities, private consultants, and state and federal governmental units. Likewise, they referred to studies of student attendance, interest, achievement, completion (and attrition) and subsequent status. Finally, some program directors even mentioned unsolicited letters of commendation (from parents, etc.), peer reviews, personal observations, dramatic growth in funding levels, client waiting lists and other factors as evidence of program success

Needless to say, the rigor of these assessments ranged from alpha to omega--from those of a highly objective and carefully structured study by an outside team to those of a purely subjective and informally formulated judgment of one individual. Insofar as the questions succeeded in raising the level of consciousness regarding the need for better evidence of successful CETA/educational linkages, to that extent they undoubtedly had a salutary effect in paving the way for more rigorous evaluations in the future.

III. RESULTS OF INTERVIEWS

A. Interviews with Prime Sponsors

As stated in the introduction, to encourage maximum candor and responsiveness, all interviewees were assured at the outset that the interviewers were not program evaluators and that all comments would be held in strict confidence; that is, not identified either by person or program. In addition, the interviewees were reminded that we defined "linkages" to mean simply "effective personal and organizational cooperation in the planning, administration, operation and evaluation of CETA programs on the part of prime sponsors, appropriate agencies and institutions, and persons providing training programs." Their responses to the five items on the interview form are summarized below:

1. *Perhaps the best place to begin would be for you to summarize what you yourself consider to be the program's main strengths and weaknesses.*

   This item was designed to provide a context for the interview. Also, in opening the discussion with this general invitation to describe the program's main strengths and weaknesses, the interviewers sought to establish rapport with interviewees. Later, it was found that it created even better rapport to add "or your main satisfactions, dissatisfaction, frustrations and concerns." Thus, under the heading of "satisfactions," many persons expressed their genuine gratification in being able to assist their fellow human beings:

   - "Our greatest satisfaction is helping persons who are intended to be helped. Since July 1974, our office has administered the expenditure of $29.6 million for this purpose."
   - "The main satisfaction of our work is that it helps needy and deserving people." (Many individual examples were cited to illustrate the benefits CETA provided.)
   - "The program's chief strength is that it helps disadvantaged people to cope with society and to keep (or regain) their self respect."
   - "By providing cost effective service, the prime sponsor served a total of 6,688 individuals."
   - "Our basic satisfaction is derived from the number of unemployed persons who move into unsubsidized employment and the number of students who decide to stay in school."

   Other prime sponsors chose to express their program's main strength in terms of the quality of training, the success in placement or the provision of some special service as noted in the following representative statements:

   - "The main strength of our program resides in the quality of the training that is provided and the placement that results from it. Placement rates range from 25 to 30 percent in the clerical and certain construction areas to approximately 85 percent in the health and highly specialized construction areas."
   - "Our strengths are in the educational institutions, especially (particular school)."

- "Our main strength is the good variety and scope of our programs in the intermediate unit, public schools and private training agencies."

- "Our basic strength comes from developing programs for future employment based on information furnished by the job data bank."

- "One program in particular seems innovative--introducing 14 and 15 year-old students by rotation to a wide variety (20-30) of occupations such as bricklaying, plumbing, electronics, nursing, food service, etc., to help them make better choices of courses during their junior and senior years."

- "Our special strengths are the YETP program, the level of expertise of the program operators, especially (particular person) who is a pioneer in this type of youth program, and the Youth Services Coordinating Committee, which helped link the YETP and SYEP programs."

As suggested in the last comment, many prime sponsors mentioned their good linkages and their flexible working relationships with all parties as their main strength:

- "The greatest strength of our program is flexibility. We can use the money where it is needed and we don't have to go through bureaucracies to get programs approved. Also, we have good personal rapport with the AVTSs."

- "Our relationships and information flow with the five vo-tech schools are really good."

- "CETA has good linkages with the _____ Intermediate Unit, which receives 22 percent of the funds and centralizes the administration of the courses, etc."

- "Our program is small enough to establish and maintain close personal contacts with program operators."

- "Our administrative structure is totally automated and provides fast and efficient training, placement and employment information; we have the ability to flow people through testing, evaluation, job assessment, pre-employment training, etc.; we do a lot of the leg work for the operators, including screening clients and eliminating red tape by doing much of the paperwork ourselves."

- "Although we are not completely happy with our program, we have found that the programs are most successful in school districts where we hire and pay a CETA coordinator for one or more schools. We have also recently established a district subcommittee with representatives from each school district which meets regularly to develop plans and programs. This creates good linkages."

Even though a few of these statements of main strengths are probably self-serving, most of them (like the last one) reflect a basic frankness and candor, as do the following statements regarding perceived weaknesses, dissatisfactions, frustrations and concerns:

- "So far, the main weakness of our program is our inability to keep all of the available paid-for slots filled. There is a need to find better solutions to the administrative problems of recruiting in a timely fashion, meeting prerequisites, sequencing courses, etc."

- "(We are concerned about) persons who do not complete programs."

- "(Our problem is) getting CETA applicants who are interested and qualified and who are not in it only for the money."

- "The program's main weakness is that some persons abuse the system. They are interested only in getting the stipend and not in preparing themselves for permanent employment."

- "Problems associated with the program are those that infringe on the overall CETA delivery system--the much tighter eligibility restrictions and the difficulty in implementing a program to get welfare recipients to enroll."

- "Eligibility criteria are too stringent. For example, we can't serve many laid-off unemployed. Why do we have to wait until a person is completely wiped out financially before we can help him or her?"

The last two admissions of program weakness imply a dissatisfaction with government guidelines. Indeed, many prime sponsors attributed their chief difficulties to federal and state regulations as the following statements illustrate:

- "CETA's main weakness is having to comply with the narrow regulations and detailed prescriptions of the federal bureaucracy. The Federal Register is our greatest frustration."

- "One of the weaknesses of the program is the complexity of the federal regulations which require the staff to spend a great deal of time making sure that all the different operations conform to their respective stipulations."

- "The stop-and-go directions from Washington are another frustration. For example, the 'freeze' on Title IV. This kind of directive undermines local decision-making and countermands prior commitments. It also defeats the very purpose of decentralization which was intended to preserve self-determination."

- "(Our greatest frustration is) the administrative burden of audits."

- "(We are frustrated by) the federal government's ridiculous restrictions (i.e., regulations, deadlines, etc.), its inability to evaluate the quality of a program, its total emphasis on quantitative (i.e., employment, etc.) measures."

- "The Department of Labor pressures CETA to interface with the schools, but the Department of Education does not pressure schools to interface with CETA."

The last statement reflects a fairly marked disenchantment with the schools in certain localities as the following comments clearly show:

- "One weakness is that the AVTSs are not very 'gung-ho' and don't think they need CETA 'business'."

- "Some vo-tech schools do not participate because they want more funding than is available."

- "(There is) a slight animosity on the part of the staff at one AVTS toward teaching their previous students who are now being paid for learning what was taught before."

- "One problem is in dealing with vo-tech school boards because they tend to be capricious and the prime sponsor cannot always anticipate their actions."

- "(It is difficult) to get folks to interpret the intent of CETA legislation as we must and to get communication going. There are language barriers on both sides. CETA and the schools operate under different guidelines."

- "Our main concern is the lack of state guidance regarding the awarding of academic credit for program participation."

- "The matter of prime time is a concern. Schools resist 'intergenerational mix.' Teachers of night classes are 'burned out' after a full day of teaching."

Finally, some prime sponsors attributed program weakness or problems to a variety of miscellaneous factors, some of which are reported below:

- "One problem is the state of the economy. In the six-county area covered by the consortium, the unemployment rate is about 12 to 14 percent, which adversely affects placement."

- "The area of sex equity is a concern. There is still some resistance to considering men and women who enter nontraditional roles."

- "Our greatest problem is a personality confict with _____ (because of past nepotism and questionable billing)."

- "Administration of 6% funds is a concern. CETA needs more frequent reports from the state. PDE should also establish better linkages with vocational-technical schools."

- "There should be more direct linkage between training and job through cooperative work-study and on-the-job training arrangements."

2. *On the survey form, you indicated that your CETA/educational linkages were _____. On what basis did you arrive at this judgment?*

Most prime sponsors answered question number 2 with straightforward, well reasoned statements indicating the basis on which they arrived at their ratings of linkages with educational institutions. Typically, one prime sponsor administrator who regarded his CETA/educational linkages as "relatively satisfactory" justified his rating by saying: "Much effort has been put into establishing linkages with luncheon and follow-up meetings, program operation visits and overall program reports. People have been very cooperative."

If the prime sponsor's ratings diverged markedly from those of the program operator's, the interviewer explored the reasons for the difference in judgments. Although there were not many significant discrepancies, the perceptions of the prime sponsor and the program operator did in fact differ radically in a few instances. For example, one prime sponsor administrator indicated that she was "not very satisfied" with the CETA/educational linkages and that they were "in need of substantial improvement," whereas the program operators perceived the linkages for the most part as being "very satisfactory." Upon investigation, the interviewer discovered that when the prime sponsor administrator responded to the first questionnaire "most of the educational linkages were still in their infancy" and that by the time the program operators responded to the second questionnaire, the linkages had solidified and strengthened. Hence, the time lapse accounted for the apparent disagreement. In another case, the prime sponsor respondent explained the difference in ratings by saying "the judgment was reached prematurely because of the (temporary) problems (we had) with Mr. _____," which were subsequently resolved.

There were, however, some honest differences in judgment. For example, one prime sponsor administrator rated his linkage with the intermediate unit as "highly satisfactory" because "the IU deals with handicapped students on a regular basis and therefore is attuned to CETA's mission." On the other hand, he characterized the program at a nearby state college as "marked by educational linkage problems" because "the college normally deals with successful secondary school students and is inexperienced in dealing with failures." In addition, he ranked the AVTS in a similar category because "the school has formally assigned CETA students fourth priority." Curiously, the state college considered its linkage to CETA "very satisfactory" and the AVTS regarded its linkages as "relatively satisfactory." Obviously, either CETA personnel had failed to convey their real feelings to the personnel of the institutions or the institutional respondents were putting their best foot forward in the questionnaire survey.

Somewhat the opposite situation occurred in another county where the prime sponsor respondent described linkages with several schools as "highly satisfactory," whereas the personnel of the schools rated them as "not very satisfactory." In this case, the prime sponsor administrator patiently and rather charitably explained the problem as one of "getting folks to interpret the intent of CETA legislation as we must and getting communication going." He emphasized that "there are language barriers on both sides and schools operate under different guidelines." He explained that the schools strongly objected to a parental income form. To solve the problem, he said, "CETA tried to get program directors to understand the main thrust of CETA legislation, to emphasize the advantages to schools in participating in CETA programs and to put their complaints in perspective." He concurred with the schools (which were located mostly in conservative farm areas) that there are many <u>educationally</u> disadvantaged students who could benefit from CETA programs but who are not, strictly speaking, <u>economically</u> disadvantaged. He emphasized, however, that CETA is limited by law and regulations in most instances and that the parental income form is required for reporting purposes.

It is worth noting that the same prime sponsor respondent characterized still another school program as "marked by educational linkage problems" because of a substantial "intake problem," whereas the school administrator described its linkage in glowing terms as "very satisfactory." To the interviewer, this school's program director appeared to be a very positive person (in a public relations sense) who would be unlikely to admit there was even a slight problem if it would reflect adversely on him or the school.

3. *What steps have you taken or do you plan to take to improve CETA/educational linkages?*

In response to this question, many prime sponsors stated that they were reasonably satisfied with their present linkages and reported what they had done to form them. For example:

- "CETA tried to understand the schools' point of view and to interpret regulations to them in order to reconcile the different interests. At the same time, CETA tried to effect changes with the Department of Labor (e.g., on the rigidity of forms and regulations) where the schools' objections seemed valid."

- "Linkage improvement has been an evolutionary process. Linkages have developed gradually through personal contacts by getting to know and to work with people. (Our) in-service programs showing potential program operators how to write proposals have been helpful."

- "Originally, there were a lot of turf battles, but once all parties realized that our goals were the same, there was a lot more cooperation."

- "The commission has tried to keep program operators well informed by maintaining contact through advisory councils, memos, visits, etc."

- "We met with the state director of vocational education to explain the existing problem and he has made an effort to give us more lead time."

- "Among other things, we have published a pamphlet entitled, 'Private Industry Council - Forging the Link,' which is intended not only to establish but also to improve linkages."

- "Our staff has increased from 17 to 70 in two-and-one-half years. The resulting specialization has improved operations."

Other prime sponsors who were not as well satisfied with their existing linkages told what they are now doing or what they plan to do in order to improve them. For instance:

- "We have a new CETA training coordinator who is reaching out, visiting and communicating with school administrators. We are also now conducting regular meetings here with each school and the school district is sending a representative with the intent of improving program linkage."

- "We are seeking additional staff to improve our linkages."

- "We plan to hold regular meetings with program operators and we also plan to visit other prime sponsors who have good programs from which we can learn something. In addition, we plan to attend workshops that may be helpful."

- "We are trying to increase the variety of training programs and to extend them geographically."

- "We are attempting to resolve problems through discussion."

- "I plan to get out more and visit with program coordinators."

One prime sponsor, more voluble than most, had some pragmatic advice which he conveyed at length with considerable conviction:

- "The first tool that facilitates linkage is a well-written and comprehensive contract. Once signed, the contract is binding and forces both parties to cooperate at least minimally. But there are other less binding agreements that are as important as the contract; namely, those things both parties can do over and above compliance that enhance the overall program. For example, we hire teachers as counselors for the summer program. This gives us an entry or at least a contact with the educational system. In addition, our clients get a chance to see their teachers outside of the school environment, thereby merging CETA with the educational system. Money is another key linkage tool. A lot of school districts do not have sufficient money to establish many (special) programs. CETA can share costs with schools for counselors and teachers for GED training by paying for their time from 2:00 p.m. to 4:00 p.m., allowing schools to pay for their time from 7:00 p.m. to 9:00 p.m. when adults and non-CETA students can be served. Horse trading is another type of linkage tool. CETA can pay for the positions of public service employees and/or an administrative assistant to operate a variety of CETA programs under the directorship of a school administrator. Finally, a lot of prime sponsors get locked into programs involving only vo-tech skill training. We have many other programs such as life skills, etc. We need greater participation by teachers and administrators in the early stages so that they do not feel a program is being thrust upon them without any consultation."

4. *If you were giving advice to policymakers as to how to go about establishing more effective CETA/educational linkages, what would you say?*

In a very real sense, this question was therapeutic, for it provided prime sponsors an opportunity to ventilate their pent-up emotions and pet ideas. Although the question elicited a great variety of spirited (and occasionally conflicting) comments, it also revealed certain areas of general agreement. The following is a sample of the more thoughtful commonly occurring comments and advice reflecting some of these areas of agreement:

- "Provide positive incentives to schools to work closely with CETA so that CETA will not have to replicate facilities or services that already exist."

- "Provide incentives to link training with actual work."

- "Listen to viewpoints of educators; don't ram programs down schools' throats; give school administrators more flexibility to organize and operate their own programs."

- "Make career exploration a 'must' in schools and colleges so that all students acquire life planning skills, etc."

- "Provide all CETA clients a course in money management and basic living skills."

- "Keep programs realistic; don't overtrain; try to get a person's foot in the door; don't try to train him to function in a job that is beyond his reach."

- "Give prime sponsors more flexibility to employ new methods and to establish innovative programs that are needed to deal with diverse problems."

- "Consolidate, coordinate and simplify federal regulations."

- "Simplify program procedures wherever possible."

- "Provide information on a more timely basis."

- "Plan in such a way as to eliminate unreasonable time constraints and onerous deadlines that inevitably result in 'hurry-up-and-wait' situations."

- "Reduce excessive paperwork." (An unread 91-page report, considered by the interviewee as useless, was cited.)

- "Provide more staff to assemble the information required by the increase in guidelines and accountability."

- "Commit funds earlier. We have to start planning in August for a program that starts in October and we don't know if the money is firm until January."

In areas that were hard hit by plant closings and/or large layoffs, there was a noticeable concentration of criticism concerning eligibility criteria. The following statements are representative:

- "The 'average annual wage' is killer number 1."

- "Eligibility rules are too restrictive."

- "While we feel the revised eligibility requirements are a step in the right direction, the changes will not make a significant difference in the number of economically disadvantaged persons admitted into CETA positions. . . . The change in family income eligibility requirements hardly reflects the rise in the cost of living and inflation. . . . We could reach more residents who realistically need help in entering the job market if such stringent income levels would be adjusted to more realistically reflect today's economy."

Finally, there were many comments that reflected other concerns and/or miscellaneous interests, such as the following:

- "Instead of being consulted after the fact, prime sponsors should have more input on the use of state discretionary funds."

- "The Governor's Special Grant money should go directly to the prime sponsors to avoid duplication of efforts."

- "There should be more specific guidelines for the use of 6% discretionary funds."
- "Vo-tech policy on class size should be more flexible."
- "The prime sponsor should have a written contract with vo-ed. We now have a soft role during negotiations and have difficulty contacting the liaison person from PDE."
- "The prime sponsor should be represented on the vo-tech advisory boards. This would improve the vo-tech's understanding of CETA."
- "We need a format as a guideline for nonfinancial agreements so that everyone can provide the same outline for training programs."
- "Fair representation and advocacy of a group does not always require hiring a person from that group."
- "Arbitrary hiring freezes usurp local decision-making power. Economies can be achieved more effectively than by simply not replacing a strategically important person."

5. *Have any of the following factors caused problems in establishing or maintaining effective CETA/educational linakges?*

		Yes	No	% Yes	% No
a.	Divergent philosophies?	15	11	57.7	42.3
b.	Lack of communication?	6	20	23.1	76.9
c.	Personality conflicts?	7	19	26.9	73.1
d.	Frequent change in personnel?	2	24	7.7	92.3
e.	Different fiscal calendars?	10	16	38.5	61.5
f.	Inflexible regulations?	15	11	57.7	42.3
g.	Unnecessary and burdensome paperwork?	5	21	19.2	80.8
h.	Local conditions?	8	18	30.8	69.2
i.	Other factor(s)?	2	24	7.7	92.3

Of the 26 prime sponsors interviewed, 57.7 percent believed that divergent philosophies caused problems in establishing or maintaining effective CETA/educational linkages. Inflexible regulations were also cited as a problem by 57.7 percent. Different fiscal calendars were cited as a problem by 38.5 percent, while 30.8 percent cited local conditions as a cause. Personality conflicts were cited by 26.9 percent, 23.1 percent cited lack of communication, 19.2 percent cited unnecessary and burdensome paperwork as a problem, while only 7.7 percent cited frequent changes in personnel or other factors as a cause.

a. Divergent philosophies

There is a fairly common agreement among CETA personnel on the way training and education are viewed. In general, they believe that training and education should lead directly and as quickly as possible to employment. Most educators, on the other hand, take quite a different view of their mission. Whereas CETA personnel tend to view training and education as a means to an immediate end, school personnel tend to view them in a much broader context as a lifelong end in themselves.

Indeed, many teachers and administrators believe that a student's prospects of getting a job depend more on his or her general abilities than on his or her occupational skills, as the results of interviews with them will clearly illustrate.

Although prime sponsors and secondary schools regard each other with much less suspicion than in the past and although they now provide many fine examples of successful cooperation, some prime sponsors continue to view the schools not only as a cause of client problems but also as an inactive partner in the remediation process. In fact, a few prime sponsors still view schools as generally unresponsive to the needs of disadvantaged students, especially those who dropped out or who are about to drop out.[2] The following statements and those under the same heading in the next section call attention to the CETA/educational linkage problems caused by divergent philosophies:

- "Schools are largely college-oriented, whereas CETA is more job-oriented. Counselors have not been reoriented to assist CETA participants."

- "Schools are often not career-oriented; therefore, they lack a job placement structure and service."

- "Schools often want to offer courses that they can conveniently staff rather than the courses that are most needed by local business and industry. Schools also resist offering CETA courses during the day (prime time). One school board is so conservative that it will not participate at all."

- "Schools are new at the game of creating job programs."

- "School districts tend to proceed carefully and don't rush into programs."

- "Schools want to reward 'good' kids; they stigmatize CETA students. They lack the philosophical orientation and the missionary zeal to handle the problem. Some schools just don't seem to care."

- "_____ County AVTS has established its priorities as follows: (1) regular students, (2) adult education students, (3) local industry trainees and (4) CETA participants."

- "CETA has a mandate to serve the disadvantaged; the schools seek to serve all students and to make resources available to all students. This leads to problems in some programs."

- "Insistence on school regulations (e.g., attendance at study halls) by some teachers interferes with students' working schedules. Their (the teachers) natural attitude is 'school work comes first'."

- "_____, Inc. operates many in-house programs partly because of historical precedent and partly because schools resist offering courses during prime time. We have three major training centers."

- "At times, natural differences in viewpoints have had to be discussed and adjusted."

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[2]Paul L. Franklin, The Comprehensive Employment and Training Act: A Guide for Educators, College Entrance Examination Board, New York, 1979, page 28.

b. Lack of communication

Difficulties in communication sometimes arise from divergent philosophies, personality conflicts, differences in jargon, poor organization or any number of other problems. The following statements represent a sample of the prime sponsors' views:

- "CETA is a new bureauacracy; the school is an old one and has a vested interest in the status quo. This basic difference sometimes leads to problems in communications."
- "One school director in particular refuses to communicate with any CETA representative; he will deal only with the CETA executive director himself."
- "CETA and the schools are both understaffed and have different terminologies, as well as different work cycles. Although there is no lack of goodwill, there are misconceptions and misunderstandings that sometimes need to be resolved."
- "There have been communication problems in only a few cases. For example, _____ Community College does not have one central person or office charged with the responsibility to deal with CETA; therefore, CETA must deal with one person on financial matters and another on program matters, etc. Also, there have been problems occasioned by differences in jargon."
- "Some schools don't want to deal with CETA. CETA has an image problem We deal with their failures; yet they are reluctant to take them back under CETA programs."
- "Political climate interferes with communication."

c. Personality conflicts

Depending upon their nature, personality conflicts can be minor and transitory or major and permanent. The following statements reflect both types and provide an insight into the reasons for the differences:

- "There have been on-and-off problems that were readily solved by assigning different persons when conflicts arose."
- "In general, people are very professional, but there have been instances in which we have had to go over someone's head."
- "Two years ago, one district said the paperwork was a problem and dropped the program. The problem was with one particular bookkeeper who has been replaced. Since the replacement, programs have burgeoned in this district."
- "The same school director (who will communicate only with the CETA executive director) wants to control monitoring and will therefore not deal directly with the CETA representative."
- "The Director of Continuing Education at _____ AVTS is anti-CETA. He complains about the type of students who are sent to him. It is hard to get the instructor and space needed for CETA students."

- "The personality conflict with _____ stems from 1978 when he signed an agreement for a YETP program and did not show the agreement to the board. His wife was subsequently hired as one of the instructors and had to be dismissed because of federal guidelines. He also billed CETA for janitorial services (but) the janitor never received any money."

- "(This agency) is not fulfilling the goals of CETA because of its lack of understanding, appreciation and effort. Results have been unsatisfactory. Personnel have not responded to (our) efforts to resolve differences."

d. Frequent change in personnel

Very few prime sponsor respondents viewed frequent change in personnel as a problem. As a matter of fact, two prime sponsor administrators reported that when a change was made it ameliorated their linkage problem!

- "The one change in personnel improved relationships."

- "CETA has had turnover at certain levels because the jobs are demanding and involve interpreting difficult regulations."

- "In spite of the considerable turnover of staff, the continuity of linkages has not suffered because of the stability of staff at the next higher level."

e. Different fiscal calendars

A few prime sponsor respondents cited rather intricate problems caused by the different fiscal calendars. In one case, there was an 18-month program that overlapped three fiscal years complicating the eligibility status of certain individuals. In another case, there was a problem of carrying funds over into "the next year" shortly after the program began. In still another instance, the AVTS had to "borrow" money from another source to get the program started on the assumption that it would later be reimbursed. Other more representative views are as follows:

- "Different fiscal calendars must constantly be considered."

- "CETA often has to wait a long time for programs to be approved."

- "Difference in fiscal calendars is a big problem in planning stage, but it becomes less of a problem afterwards."

- "Different fiscal calendars were a problem at the beginning of the program but not later."

- "The difference in calendars has been accommodated without too much trouble."

f. Inflexible regulations

A high percentage of prime sponsors obviously chafe under what they regard as inflexible (federal, state or local school) regulations which cause linkage problems and, thereby, diminish their program effectiveness. The main concern is eligibility:

- "The federal definition of 'economically disadvantaged' is too stringent, and it allows no local discretion. As a result, the prevention rather than the cure of destitution is impossible."
- "Federal definitions of eligibility are too narrow and too varied; likewise, the qualifications of supervisors for in-school youth programs are too prescribed."
- "Criteria for eligibility are too stringent."
- "The income regulations are terrible. They should prorate eligibility on income level so that the middle class, which is basically supporting CETA, will have a stake in it."
- "Because of eligibility requirements, we often do not have enough candidates for particular programs."
- A lot of people are interested but not eligible. We have to hustle and recruit to fill programs."
- "Criteria for eligibility is a problem at times but not a major one."

Other concerns involve a variety of regulations and policies:

- "The federal government's mandated minimum wage stipend of $3.10 per hour is equivalent to $4.42 per hour for a single person on an unsubsidized job; therefore, it is a <u>disincentive</u> for finding work."
- "Inflexible regulations on minor deviations or exceptions in an audit (e.g., a clerical error on an intake form) cause too much difficulty."
- "There seems to be a school or PDE regulation, which is sort of ambiguous and never available in writing, that a school must have 10 participants before it can start a class, and schools generally will not mix CETA with non-CETA students because the communities often feel that CETA clients are dirty, unwashed persons."
- "We have a higher 'cost placement factor' because of . . . not being able to fill vacant places in regular classes."
- "Schools are very reluctant to schedule CETA classes during prime time which is the most convenient (and sometimes the only possible) time for young mothers and other adults; likewise, they also resist mixing CETA and non-CETA students as a matter of policy."

g. Unnecessary and burdensome paperwork

Surprisingly, when prime sponsors referred to unnecessary and burdensome paperwork, more often than not they did so from the point of view of the schools complying with their (i.e., CETA's) requirements rather than from their own point of view in complying with federal regulations. The following are representative comments:

- "Schools do resist the burden of paperwork. Also the Buckley Amendment makes paperwork more complicated."
- "Although schools wish to retain their existing forms and do not like to create new reporting procedures, the paperwork has not caused (great) problems."
- "Paperwork definitely needs to be reduced and simplified."
- "CETA has created more guidelines and (increased) accountability but has not allocated funds for hiring staff to assemble the information."

h. Local conditions

It is not surprising that geographical and rural-urban differences affect not only attitudes toward CETA but also access to CETA programs, as the following statements illustrate:

- "Some school administrators and their boards resist participating in CETA programs because they have a strong bias against 'giveaway' and 'welfare' programs. School districts (in this county) vary greatly in their attitudes because they are far-flung."
- "Farming communities and rural areas are vastly different from large cities in how they regard public service programs and how willing they are to report family income, etc."
- "Intermediate units are not accessible by public transportation and vo-tech schools do not generally provide job placement."
- "Lack of public transportation and the size of the area served have caused problems."
- "_____ County is a high unemployment area without many job opportunities."
- "Placement has been planned on the basis of a 6.4 percent rate of unemployment, but (our) unemployment rate is now nine percent."
- "If teachers go on strike in the fall, approximately 150 CETA students will need to be accommodated at greater expense and some loss of continuity."

i. Other factor(s)

Interestingly, when asked if there were any other factors that caused problems in establishing or maintaining effective CETA/educational linkages, two prime sponsors mentioned "political pressures."

- "County commissioners want to dispense patronage. For this reason, consortia might work better than single prime sponsors since there would be less pressure to place projects with particular agencies."

- "County commissioners use funds to ingratiate themselves with friends and voters. Sometimes they use crass pressure."

B. Interviews with Program Operators

The responses of the program operators are presented below according to the question to which they were responding at the time. As before, the first question was designed to establish rapport and to elicit contextual statements.

1. *Perhaps the best place to begin would be for you to summarize what you yourself consider to be the program's main strengths and weaknesses (or your own satisfactions, dissatisfactions, frustrations and concerns).*

Like the prime sponsors, many program operators said that their greatest satisfaction consisted of assisting others--"helping deserving but needy students get permanent employment," "turning things around for disadvantaged youth," "taking people off the streets and placing them in unsubsidized jobs," "enabling handicapped persons to cope for themselves," "developing good work habits and attitudes in students," "turning tax consumers into taxpayers," "motivating kids to stay in school," "providing adults with useful skills," "enhancing self-respect," "helping persons to support their families," "providing incentive and making life worthwhile for persons who never had a fair chance," etc.

Also, like the prime sponsors, some program operators choose to express their program's main strengths in terms of the quality of training and service provided. For example, several program operators described with genuine pride their career awareness programs that provide "hands-on" experience in representative occupations and, thereby, enable students to make better informed career decisions rather than lose time in costly trial-and-error efforts later. Others spoke with considerable satisfaction of their diversified staff services, their diagnostic testing, their personal counseling strategies, their sequenced course work, their intensive supervision and/or their follow-up job search assistance with resumes, interviews, etc. Still others referred enthusiastically to individual instructors who are like "Dutch uncles" to their students because they take a special but demanding interest in them and inspire them by their personal example and honest empathy. One program director praised a biology teacher who, with his CETA students, constructed an environmental science area that is exceedingly useful to all students. Another director spoke appreciatively of a staff member who, with retarded CETA workers, painted the inside and landscaped the outside of the school.

In describing their program's main strengths, many program operators mentioned such factors as "good communications with CETA," "rapport with prime sponsor," "cooperative program planning," "effective public relations," "low attrition rate," flexible and imaginative programs adapted to local needs," "successful placement records," etc. A smaller number referred to such factors as "strong support of the school administration," "long experience with similar programs," "membership on advisory council," etc. Finally, some program operators cited very specific measures of or reasons for success, such as the following:

- "A total of 100 percent of the students who complete the (registered practical nurse) program pass the state board examination. Without CETA help, some students would never fulfill their potential as nurses."

- "CETA funds have made it possible to strengthen and expand the career resources center. Prior to CETA funding, it was more of an 'activity' than a program."

- "CETA clients are integrated into the regular student body and are not identified except to faculty as the need may arise."

In describing their main weaknesses, dissatisfactions, frustrations and/or concerns, most program operators tried to be candid and objective. Their comments, which ranged from philosophical considerations to very practical matters, speak for themselves:

- "Students view summer employment as a reward. CETA provides it to dropouts who are turned off, don't attend school regularly, get into trouble and are real liabilities because they pilfer, etc. The school, on the other hand, would naturally like to give summer work to good students who 'deserve' it because of faithful performance, etc."

- "In this conservative Republican community, there is resistance to CETA programs. The school board declined (refused to accept) two summer youth programs."

- "There is a stigma attached to CETA because of some poor programs."

- "This community has traditionally had a strong work ethic and is inclined to view CETA programs as 'welfare'; that is to say, there is a slight stigma attached to them."

- "(In our area, there are) not enough funds to help everyone who needs and wants to participate."

- "(There are) insufficient supportive services for needy students with families, etc."

- "We need more money to modify facilities for the handicapped."

- "It is difficult to make long-range plans because of the uncertainty of year-to-year funding."

- "Unemployed persons are easily discouraged. If we could reduce the number of steps they have to take to become certified and to enroll by centralizing locations, it would improve the effectiveness of the program."

- "A number of individuals lack motivation, do not take advantage of the opportunities provided and, therefore, do not really benefit from the program. They appear to be interested only in the stipend rather than in the training."

- "About one-half of the students are poorly motivated, have sort of a welfare mentality and seek the pay mainly."

- "(There is) poor attendance and lack of motivation on the part of many students whose sole aim seems to be to collect the stipend."

- "(The prime sponsor) is not cooperative in trying to change poor attitudes, absenteeism, poor work, etc."

- "CETA should take more initiative to recruit and screen students. Poor screening leads to high attrition of poorly motivated persons."

- "The CETA counselor did a terrible job of screening the applicants. I had drug addicts, alcoholics and criminals. Part of this program (in commercial security) consists of a lethal weapons qualifications course. Criminals cannot be qualified."

- "CETA is overstaffed and not oriented to understand school problems."

- "(There is) too much bureaucratic delay and strangulation, blaming the regional office, etc."

- "You get that old sing-song: 'The regulations say . . . .'"

- "(There is) too little imagination on the part of CETA personnel."

- "Although CETA reaches low-income persons and long-term unemployed persons, it does not help many low and middle class workers who have been thrown out of work by plant closings--of which there have been many in this area."

- "Regulations encourage fudging on criteria."

- "There has been a lot of turnover in the CETA office resulting in inefficiency, a lost proposal, etc."

- "It is difficult to establish a class of the required minimum enrollment with just CETA students, and we do not want to mix adults with regular students during prime time because we don't have the same control over adults that we have over youngsters on school buses, in shops, etc."

- "The CETA program is not available to many <u>educationally</u> disadvantaged students who are not, strictly speaking, <u>economically</u> disadvantaged because they live on farms; therefore, certain program services and equipment are not utilized to their optimum extent."

- "CETA training programs are too short to equip clients with enough skill and experience to compete in the labor market."

- "The 'hurry-up-and-wait' routine occurs often. Proposals and requests are hurriedly prepared and submitted; then there is a long period of uncertainty about funding."

- "(There is) too much 'Mickey Mouse' paperwork."

- "Beginning October 1st, the school must pay retirement for temporary employees (a contradiction) and also unemployment compensation upon termination; so we simply won't hire anyone."

2. *On the survey form, you indicated that your CETA/educational linkages were _____. On what basis did you arrive at this judgment?*

As explained previously, this question was intended primarily to throw light on situations in which there were significant differences in judgments about linkages on the part of the prime sponsors and the program operators. Although the prime sponsors' perceptions of linkages were generally in reasonable agreement with those of the program operators, some instances in which they were radically different were examined in the last section.

One program operator, who was "relatively satisfied" with a linkage which the prime sponsor described a month earlier as "marked by educational linkage problems," stated forthrightly that the initial problems were a result of his being new on the job and that they were subsequently solved by additional communication and experience. The prime sponsor confirmed this explanation.

Two program operators in different counties regarded their linkages as "very satisfactory" and "relatively satisfactory," respectively, while both prime sponsors felt they had "marked linkage problems." One program operator explained the discrepancy by saying the prime sponsor was basing his judgment on the record of immediate placement, whereas he (the program operator) was basing his judgment on the long-term career benefits of the associate degree program. The second program operator accounted for the discrepancy by saying, "The prime sponsor is statistically oriented (i.e., concerned primarily with placement figures), whereas the program is human services oriented (i.e., concerned primarily with enhancing the client's general employability over his or her entire career)." Obviously, in these and similar cases, linkages were being evaluated according to different goals and standards.

Another program operator characterized his linkage as "a sustantial problem," whereas the prime sponsor described it as "satisfactory." In this instance, the program operator had a feeling that the CETA office favored another program operator for reasons he did not quite understand. In talking with the CETA director, the program operator got the impression that CETA was under "a lot of political pressure."

Still another program operator characterized his linkage as "not very satisfactory," whereas the prime sponsor termed it "highly satisfactory." In this unusual case, the program director made his dissatisfaction known to the members of the State Advisory Council for Vocational Education in a memo entitled, "Relationships with the Prime Sponsor," which is reproduced in full below:

- "Submitted for this committee's review is a letter and supporting documents detailing our effort as an LEA to cooperate fully with the prime sponsor in the operation of training programs for target group adults. Incalculable hours of administrative and support staff time have gone into the preparation of projects which do not run because the prime sponsor cannot or does not

recruit sufficient trainees. Our joint committee has consistently backed the administration in their efforts to make our facility, staff and programs available. They will, however, no longer authorize the use of administrative time on historically unsuccessful efforts. We respectfully request your evaluation of this problem."

Other major differences in perceptions of linkages by the prime sponsors and program operators were explained rather cryptically by the program directors to be the result of "jurisdictional strife," "too much surveillance of detail," "discrepancies between completion and placement statistics generated by the two offices," etc.

3. *What steps have you taken or do you plan to take to improve CETA/educational linkages?*

In response to this question, many program operators stated that they were reasonably satisfied with their present linkages and some reported what they had done to form them. The first statement came from a program operator who had a model linkage in every respect:

- "We cultivated good personal and professional relationships; we took time to understand CETA's purpose, procedures and regulations; we established two-way communication and trust; and we hired CETA personnel who know the programs and procedures!"

- "(We) asked the prime sponsor to allow us to screen the applicants personally. This worked well."

- "There was a threat of program duplication; however, this was resolved through discussion and communication so that there was 100 percent placement of the health assistants."

- "A problem existed with income verification and the flow of paperwork bogged down. Now the prime sponsor sends out a field representative who arranges interviews with clients and parents and takes care of the paperwork all at one time."

- "(I am now) on the Youth Advisory Committee and communicate regularly with CETA."

- "When (our) two teachers were not part of the district staff, there was a lot of paperwork, as well as morale problems. When CETA allowed them to be on the district staff, both problems were alleviated."

- "CETA has alleviated a lot of the paperwork."

- "Four or five years ago, CETA was staffed by political appointees and it was chaotic. Since Dr. _____ took over, linkages have improved considerably."

Other program operators who were not as well satisfied with their existing linkages reported what they are now doing or what they plan to do to improve them. For example:

- "Despite previous (severe) problems, we are expanding our lines of communication. We shall be traveling together to _____ County in order to observe a highly successful program similar to the one we plan to operate."

- "(We are) presently planning (information) sessions with both the city and county prime sponsors to help them understand the systems and operations of the institute."

- "(I am) seeking CETA's help in providing counseling and guidance for unmotivated students and also in conducting a placement and follow-up study."

- "(I have) proposed that CETA have more regional meetings with question-and-answer sessions."

- "(I) plan to work cooperatively with CETA to make regular placement surveys of each class as it completes the course work."

- "We have tried to resolve problems through discussion, but there is very little continuity of contact. Also, regulations and interpretations seem to change constantly."

- "There have been exhaustive attempts to resolve problems through discussion."

4. *If you were giving advice to policymakers as to how to go about establishing more effective CETA/educational linkages, what would you say?*

In responding to this question, most program operators concurred with prime sponsors that regulations should be clarified, that procedures should be simplified, that paperwork should be reduced, that information should be provided on a more timely basis, that lead time should be extended, that each party should have representation on the other's advisory council, that there should be regular communication, etc. In addition to these matters of common interest, the program operators spoke to a variety of other philosophical and practical concerns, a sample of which follow:

- "Program operators should have input, not necessarily decision-making powers, in formulating program directions. All parties involved should look at what is best for the clients and not what is politically expedient."

- "CETA should be staffed with persons who are educationally oriented and have better qualifications."

- Improve the caliber of CETA staff so that CETA (can) accept greater responsibility for recruiting, screening and enrolling clients."

- "CETA needs to develop more up-to-date, long-range employment survey data."

- "It would be desirable to provide more funds (and, thereby, help and attention) to improve the unemployed person's basic human, as well as vocational, skills. Teaching a person welding isn't sufficient if he is still late for work and doesn't take a bath. We need to improve attitudes toward work, personal habits, academic skills, etc., in addition to imparting technical skills."

- "The definition of eligibility needs to be broadened to include the socially, culturally and educationally disadvantaged who do not quite meet the criteria for being economically disadvantaged."

- "The criteria for selection of CETA clients need to be improved. We should eliminate abuse by serving only needy persons. Some students drive away in a 1980 Cutlass Supreme and other expensive cars. They apparently enroll in one CETA program after another without really seeking employment."

- "CETA should have an 'eligibility ratio' to enable partially and newly unemployed persons to become eligible at least on a limited basis."

- "Programs should be funded for two-or-three-year intervals."

- "(There is) a need for two-to-three-year programs. . . . One year at a time is a tremendous waste."

- "Create a student CETA wage and student working wage as substitutes for the minimum wage which is shortsighted and actually increases unemployment."

- "(Require) a more careful and accurate monitoring and accounting of poor programs that are not working in order to get rid of the stigma."

- "There should be a definite agreement that everyone must live up to."

- "Eliminate the welfare mentality that says all available funds must be spent."

- "(Every) advisory council needs a few persons who have a passion for cost effectiveness."

5. *Have any of the following factors caused problems in establishing or maintaining effective CETA/educational linkages?*

	Yes	No	% Yes	% No
a. Divergent philosophies?	17	37	31.5	68.5
b. Lack of communication?	15	39	27.8	72.2
c. Personality conflicts?	9	45	16.7	83.3
d. Frequent change in personnel?	13	41	24.1	75.9
e. Different fiscal calendars?	21	33	38.9	61.1
f. Inflexible regulations?	31	23	57.4	42.6
g. Unnecessary and burdensome paperwork?	27	27	50.0	50.0
h. Local conditions?	14	40	25.9	74.1
i. Other factor(s)?	3	51	5.6	94.4

Although 68 program operators were interviewed, 14 of them were interviewed to field test the guidelines and questions which were subsequently revised. Consequently, only 54 of the 68 interviews are reported above. Of the 54 program operators interviewed, 57.4 percent believed that inflexible regulations caused problems in establishing or maintaining effective CETA/educational linkages, 50 percent cited unnecessary and burdensome paperwork as a consideration, 38.9 percent thought different fiscal calendars were a problem, 31.5 percent said divergent philosophies, 27.8 percent cited lack of communication as a problem, 25.9 percent identified local conditions as a factor, 24.1 percent mentioned frequent changes in CETA personnel, 16.7 percent felt personality conflicts were a cause, while only 5.6 percent mentioned other factors than the above.

In comparing these percentages with those obtained in the interviews with prime sponsors, it would appear that (1) program operators should be aware of the fact that prime sponsors regard divergent philosophies and personality conflicts more seriously than program operators do and (2) prime sponsors should be conscious of the fact that program operators regard frequent change in personnel and unnecessary and burdensome paperwork more seriously than prime sponsors do. Of course, both parties regard inflexible regulations as the most difficult problem of all but, as will be seen below, probably for somewhat different reasons.

a. Divergent philosophies

As pointed out earlier, CETA personnel naturally tend to view education as a means to an employment end. On the other hand, educators tend to view education as part of a broader and longer development process.

In this connection, a new study by the University of California at Los Angeles reports growing evidence that getting a job in the future will depend more on a student's general abilities than on occupational skills. It states that employers want "employees who are not narrowly trained but who can read, write, compute, solve problems and adequately express themselves to their fellow workers and customers." Employers also favor, according to the report, "attitudes and abilities that prompt employees to get to work on time and work hard."[3]

The following representative statements reflect these divergent philosophies:

- "(Divergent philosophies) are the primary reason for poor linkages. CETA should defer to the school on instructional matters. CETA takes an immediate view of unemployment, whereas the school takes a long-range view of the person's total career."
- "CETA takes an immediate view of vocational training, whereas the school takes a longer-range view."
- "Educators often feel that CETA students need deeper and broader academic training than what is provided for in the formal agreement."
- "Schools have long-established procedures of securing board approval for (new) programs, etc. They are not as action-oriented as CETA."
- "There are differences in views regarding the academic value of work experience in many instances."
- "The incentive allowance for CETA students is actually a disincentive. Supplying students with books, tools and tuition should be enough."
- "I'm not sure what CETA's philosophy is. Is the cost-placement factor legitimate when you are dealing with (teenagers)?"
- "Neither side is right in this dichotomy."

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[3] Manpower Comments, Vol. 17, No. 6, July-August 1980, published by the Scientific Manpower Commission, Washington, D.C. 20036, pages 9-10.

b. Lack of communication

From the standpoint of the program operators, poor communication is sometimes caused by the difficulties experienced in obtaining definite answers to questions about policies and procedures, by CETA's lack of initiative in distributing guidelines and notices, by CETA personnel's inaccessibility in some cases, by lack of internal communication within CETA in a few instances and by other miscellaneous factors as indicated by the statements below:

- "It is difficult to obtain definite answers. It is also difficult to find persons you can talk with and settle matters. The buck is passed: 'That's not my area of responsibility,' etc."
- "Communication is not a problem if you know whom to contact."
- "CETA never briefed us on certain guidelines. For example, the program is evaluated on a cost-placement basis, but we did not know this until after the evaluation took place. Now we get copies of the Federal Register in order to keep ourselves informed and to bridge the communications gap."
- "I am often not aware of guidelines. Though the CETA office gets back to me with answers when I call, it doesn't generate information."
- "We don't receive information in the manner that we should. For instance, we found out about the advisory council meeting through another program operator."
- "Communications are two way with the city prime sponsor, but (I) have to call the county prime sponsor because he never calls me."
- "CETA personnel seem to be inaccessible and are slow in returning telephone calls. It is very difficult to obtain basic information." (Specific examples were cited.)
- "There is a lack of communication between the top and lower level staff persons at CETA."
- "Communication has not followed proper channels. CETA representatives have gone directly to students for evaluative judgments (about courses and instructors) that students are not always qualified to make."
- "Communication has improved with the change of the CETA representative. It is now satisfactory."

c. Personality conflicts

In general, program operators did not view personality conflicts as a major problem in establishing and maintaining effective CETA/educational linkages. Even in those few instances in which personality conflicts were a problem, the program operators referred to them with rather low-key comments, such as the following:

- "There are only minor personality conflicts sometimes, not with the executive director but with members of his staff."

- There has been personality conflict only with the educational coordinator."
- Some personality problems did cause strained relations between the persons at the school and worksite, but they were resolved through meetings."
- "CETA doesn't like it when we 'bug' them. Not all the people are difficult, but some of the key people are very unprofessional. We tend to work through the county commissioners now."
- "The previous prime sponsor personnel handled situations and programs much better (than the present ones)."
- "They (CETA personnel) should be less investigative and devious and be more open and forthright in their approach to the school. Several CETA representatives were stubborn and hardheaded. They did not seem to have the appropriate background for their work."
- "The CETA Director of Youth Programs is not easy to communicate with. She does not understand programs and lacks goodwill. Our other CETA contacts are reasonably good."

d. Frequent change in personnel

Over three times as many program operators as prime sponsors regarded frequent change in personnel as a problem in establishing and maintaining effective linkages. The following comments are representative:

- "This is a definite problem. The school has to reorient (each new) CETA representative to the history and problems of the programs."
- "The change of monitors is high and this interrupts the continuity and follow through."
- "There is constant turnover. School personnel have to reorient each new CETA worker."
- "They have tried to get the prime sponsor to raise salaries in order to reduce turnover and preserve continuity."
- "CETA is a very fluid operation. The person in charge one month is not there the next month."
- "Personnel change frequently but only at the lower levels."
- "In the spring, many of the intake people left."
- "Change has occurred only in the monitoring units. Other personnel have remained stable."
- "There is a high turnover."

e. Different fiscal calendars

Since many prime sponsors commit their funds for training and service activities early in their fiscal year, which begins October 1st, proposals for new programs need to be presented to all prime sponsors in the spring or summer for implementation in the fall. On the other hand, schools usually need to make their commitments for staff and supplies in the spring or summer for the school year beginning in September. This difference in fiscal calendars and planning cycles causes a very real practical problem. Unlike many other problems, however, this one is often susceptible to accommodation by both parties and, therefore, tends to diminish once a program has been fully established, as noted in the statements below:

- "The school must make commitments in advance (i.e., during spring or summer) and does not receive a final decision on funding until the last minute in September for programs beginning in October. This poses a problem."
- "The difference in fiscal calendars and planning schedules was an initial problem to which both sides gradually made accommodations."
- "Different fiscal calendars and planning schedules were a problem initially."
- "Difference in fiscal calendars and planning cycles was a problem in the beginning only."
- "Different fiscal calendars are an inconvenience, but both parties have to adjust to it."
- "Efforts are made to work out calendar problems on the basis of understanding and goodwill."
- "CETA allows us to use available carryover funds. This solves the problem of waiting for permission to spend the new grant."
- "On several occasions, the school found it necessary to extend credit for CETA students until October, the beginning of CETA fiscal year."
- "(The difference in calendars) creates problems in both planning and budgeting."
- "Different fiscal calendars and planning schedules are a pretty big problem."
- "It would help to have one planning schedule."
- "The different fiscal calendars of the school, city CETA and county CETA offices have caused linkage problems; however, the city and county CETA offices are now synchronized."
- "Different fiscal calendars per se are not the problem. The problem is different client needs that require courses of varying length, open entry, open exit, etc., that do not mesh with the traditional school calendar."

f. Inflexible regulations

Both prime sponsors and program operators regarded inflexible regulations as the single greatest problem in establishing and maintaining effective CETA/educational linkages. Although both parties agree that the criteria for eligibility are too stringent and that certain other regulations are too restrictive, they do not always share the same views on other matters. In particular, as the first comment cited below suggests, there are program operators who feel that the myriad monitoring, management and performance reports required by the Department of Labor of prime sponsors and program operators have the effect of eliminating program flexibility at the local level. Obviously, the nature and form of the reports that the D.O.L. requires indirectly dictates local program priorities, as the immediately following statement directly implies:

- "CETA leaves a lot up to the local jurisdiction's discretion, but then the local office is held accountable in a much less flexible manner."
- "Both federal and local eligibility requirements are too rigid."
- "There is a big difference between 'ability to learn' and 'willingness to learn' and therein lies the main objection I have to the (eligibility) regulations."
- "Eligibility criteria are too rigid, too restrictive. Let's get the people to work who want to work. Many laid-off workers (who want work) are not eligible. Many unemployed who are eligible are interested only in the stipend."
- "(Present regulations) often exclude a person who really wants to learn something. For example, a fellow who has been working at a gas pump just to keep his pride is not eligible because he has been employed."
- "Criteria for eligibility should be expanded to include marginal groups not now served."
- "Criteria for eligibility cause classes to be cancelled for lack of students. This has happened three times after faculty have invested time in planning, etc."
- "Income guidelines are so low that one school district was unable to associate with CETA for lack of participants."
- "Flexible practices, like open-entry and open-exit, make rigid budgets and rules unrealistic. Fixed charges (i.e., heat, light, etc.) are just as great for half a class as a full class; yet, regulations do not take such considerations into account. Also, information from Harrisburg sometimes conflicts with that obtained from the local CETA office <u>after</u> commitments have been made resulting in higher costs."
- "Present policies and regulations do not permit the school to teach personal and social skills that students need to secure employment, such as personal grooming, interviewing, preparing resumes, etc."

- "All federal regulations are ambiguous and need to be defined and redefined."

- "Not inflexible regulations but inflexible persons cause linkage problems."

g. Unnecessary and burdensome paperwork

Over two and one-half times as many program operators as prime sponsors considered unnecessary and burdensome paperwork a problem. In general, they regard the report forms as needlessly complex, often duplicative, and basically ineffectual in evaluating the quality of the program. The following statements are representative:

- "Performance is difficult to measure and performance analysis figures are difficult to collect. Often they are not consistent and, therefore, of questionable value."

- "(There is) a lot of duplication that could be eliminated."

- "Even when paperwork is necessary, it needs to be simplified and coordinated with existing paperwork."

- "(Paperwork) is most burdensome when classes do not materialize or do not go to completion."

- "There is an unbelievable amount of paperwork for which CETA does not compensate the school (e.g., drafting and revising proposals). Small changes in orders for tools and supplies are sometimes disallowed unless elaborate justifications are made."

- "The inordinate amount of paperwork requires one-half time of (our) secretary."

- "(The paperwork) is something we live with and it is increasing. The balance-of-state programs involve additional monitoring. We (the IU) accept it and try to relieve schools of the burden as much as possible."

- "Pennsylvania has built a whole pile of red tape that I have found, in talking to other program operators, doesn't seem to be a problem in other states."

- "Paperwork became excessive when sponsorship shifted from county commissioners to the PDE Bureau of Vocational Education."

- "Deadlines are altogether unreasonable sometimes."

- "It is always a hurry-up-and-wait situation because deadlines are given to do an exorbitant amount of paperwork and then nothing is heard (from it) for months."

- "There are too many audits. In addition to the school's own audit, the state's audit and an occasional federal audit, CETA makes its own audit."

h. Local conditions

Like the prime sponsors, the program operators indicated that they are affected by local conditions and, in particular, by conditions created by the program's urban or rural setting. They cited such things as the greater complexity of programs in urban areas, the negative attitudes of the public in some areas of high unemployment because of plant closings, etc. Sample statements follow:

- "Since this is a large metropolitan area, it has a complex operation with more varied problems (than other areas)."
- "Local unemployment is higher than average."
- "The duplication of training efforts in clerical, welding, etc., programs on the part of city and county CETA offices needs to be examined."
- "There is a serious duplication of programs among schools."
- "Rural areas are conservative and need to raise their level of consciousness concerning public programs."
- "Because of its conservative nature, the community views CETA with some reservation. And because of this view, there are some political pressures to insure strict accountability."
- "This very conservative community views CETA programs with some suspicion."
- "Community attitudes toward CETA are an obstacle. Even faculty and students attach a slight stigma to CETA."
- "Transportation has been a definite problem because of geographical dispersion. Without better transportation, it is difficult to expand linkages."
- "Because of rural location, lack of transportation causes attendance problems."
- "Public transportation needs to be provided. Lack of it results in tardiness and absenteeism."
- "Lack of subsidized transportation is a problem. If a student has a car, he or she is not eligible for CETA; yet transportation is not provided to those who are eligible and who need it to participate."

i. Other factor(s)

When asked what other factors caused problems in linkages, a few program operators echoed the prime sponsors' comments about "political pressures," and one mentioned the abuse of CETA programs by some college students, as the statements below attest:

- "There are some politics I don't understand. The director stays on but his staff changes."

- "College students (sometimes with masters' degrees) and others abuse CETA by reenrolling four or five times in different programs just for the stipends."

6. *If CETA funds were not available, would you seek to continue the program in whole or in part? Why or why not?*

	Number	Percent
Yes	7	13.0
Yes, in part	19	35.2
No	18	33.3
No answer or not applicable	10	18.5
Total	54	100.0

This question was intended to provide some measure of the program operator's degree of commitment to CETA. Unfortunately, it did not discriminate precisely between ideological and financial commitments; consequently, the results summarized above should be interpreted in the context of the following representative comments:

- "Yes. The school administration and the boards see that there has been progress in decreasing dropouts."

- "Yes. The school is interested in playing a part in social development and would seek other funding."

- "Yes, in part. Existing programs could accommodate needy students if they were sufficiently motivated to take advantage of them."

- "Yes, but on a necessarily reduced scale. The school would offer similar opportunities through its adult education program to a broader population."

- "Yes, in part. Other funding sources are available along with all types of financial aid. However, we could not provide stipends."

- "Yes, insofar as the district could finance it. But it would be difficult because this area has had several tax increases and is still having financial problems."

- "Yes, but the school would have to seek funds from other sources. (The program) would be smaller and less effective without CETA support."

- "No. It is not likely we could continue the program without CETA funds. CETA is very important right now because of plant closings."

- "No. We have the highest tax rate in the county now and it would be difficult to get additional funding."

- "No. Our board would not approve funds to support it."

- "No, absolutely not. There is no commitment on the part of the institution."

- "Absolutely not!"

IV. OBSERVATIONS, CONCLUSIONS AND RECOMMENDATIONS

A. Observations

One conceptual model of a CETA program consists of six essential elements or basic services all of which are needed for an effective operation. These irreducible minimums are:

1. Recruitment - methods by which program participants are located and encouraged to apply for a given CETA service.

2. Intake - procedures for determining the participant's eligibility for CETA services and, if eligible, for establishing a formal contact.

3. Assessment - techniques for learning about particular needs or deficiencies of clients that may be alleviated through services provided by the program.

4. Training and support services - instruction including skill training, remedial assistance, basic education and personal development all aimed at enhancing the client's employability.

5. Placement - assistance in finding the participant a subsidized or unsubsidized job and in working with employers to create additional jobs.

6. Follow-up - services after placement to help insure that participants remain employed. Services may include counseling and job upgrading.[4]

The indispensability of each of these elements can easily be checked by simple observation. For example, the strategic importance of the first element (recruitment) was impressively illustrated to an interviewer for this study when he was driving to an appointment at a well-known job skills center in a large city during the normal working day. The interviewer found it necessary to stop three times in order to seek general directions. In each instance, he asked directions of seemingly unemployed youths who had congregated on a corner and, in each case, received directions through the maze of one-way streets until he finally arrived at the center. In the course of touring the center, the interviewer found highly-experienced staff, carefully-planned services, extremely well-equipped classrooms and laboratories with sophisticated instruments, computers, printing presses, etc., for practically every major occupational field. But when he asked the director what his program's greatest weakness was, the director unhesitatingly replied, "the paid-for, unfilled slots" in many of his job-training programs for which there was a certified need. And when the interviewer related his experience in finding the center, the director acknowledged the apparent paradox of "paid-for, unfilled slots" in needed programs only a few blocks away from scores (probably hundreds) of unemployed youths who were aware of the center's existence. He remarked, "You're absolutely right. We (CETA and the school) have to find more effective ways to recruit and to encourage them to apply." The interviewer, however, also observed many other programs of lesser quality that had a surplus of clients rather than a problem of recruitment. In fact, the programs observed varied widely as to the quality of each of these elements both within the individual program and among programs.

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[4] E. M. Glasser, et al., Individualization of Manpower Services: A Source Book of Ideas Human Interaction Research Institute. Grant No. 92-06-72-72, Office of Research Development, United States Department of Labor, Washington, D.C. January 1975, page 5.

In the case of placement and follow-up, for example, conditions ranged from no service at all in many programs to a superb level of placement and follow-up in a truck driver school. The latter, which could in the interviewer's opinion serve as a national model, obtains the latest estimate of job prospects for the entire nation, determines the regional and local needs for its graduates, cultivates contacts and annually compiles a comprehensive "Student Employment Report." This report documents the number and percent of students who enrolled, who completed training and who were successfully placed by age, education, marital status, previous experience, salary, etc. Needless to say, the placement record is excellent and the follow-up of "alumni" is exceptional.

Other programs also excelled in recruitment, intake, assessment, training and/or support services. Very often, the superior service reflected the talent, interest and dedication of one particular person or small group of persons. In short, there is no dearth of model services within the state. One doesn't need to go to Washington or California for expert advice. More likely than not, he or she can find help in the same county, or at least in an adjacent county, where someone else is doing the one thing or another better than most. What is lacking at present is the simple belief that "we all have something to learn from one another" and an effective procedure for sharing relevant ideas and experiences.

As one ponders the six basic ingredients of a model program, there is one final observation worth noting--CETA/educational linkages are vitally important; indeed, they are crucial. Whose responsibility is it to recruit, to screen, to diagnose, to remedy, to train, to place and to follow-up? Like it or not, this monumental enterprise--of spending hundreds of millions of dollars to help hundreds of thousands of persons become self-sufficient--is a partnership. Where this partnership is acknowledged, embraced and exploited, the investment seems to pay generous dividends; where the partnership is contentious or ineffectual, the investment becomes a tragic waste of talent, time and monies.

B. Conclusions and Recommendations

The following conclusions and recommendations are based on two assumptions: (1) that improvement of CETA/educational linkages depends upon the identification and recognition of the specific barriers to cooperation, coordination and collaboration and (2) that reasonable individuals committed to a common goal can overcome these obstacles if they work at it in a spirit of goodwill.

1. Divergent Philosophies

Genuine linkage begins when the parties involved become aware of one another. And awareness begins when each party learns something about the other and the role the other plays in the larger organizational context. As one report states:

> "Awareness requires that the concerns, the problems, the reservations and even the biases of the parties be identified. Awareness also involves knowledge of what the other party is doing and what their plans and expectations are."[5]

[5]Donald W. Drewes, Sally M. Brower and Melinda Salkin, Vocational Education - CETA Coordination: A Guide to Serving Youth Together, Conserva, Inc., Raleigh, North Carolina, January 1980, page 6.

Prime sponsors and educators need to recognize differences in each other's philosophies and values. For example, because of their overall orientation and commitment to CETA, prime sponsors are understandably concerned with short-term results. Specifically, they are interested in training and employment activities that are based upon the particular needs of well-defined target groups and activities that move them as quickly as possible into jobs not subsidized by CETA funds. On the other hand, educators are understandably concerned with long-term development. Specifically, they are interested in cultivating general attitudes and abilities that enable the student to become socially independent and economically self-sufficient throughout his or her lifetime.

These natural philosophical differences often lead to unfortunate stereotyping and, occasionally, harsh epithets. Thus, CETA programs are characterized as "band-aid" measures to cure major deficiencies, and schools are charged with an unwillingness or, worse, an inability to deal with "their own failures."

Good linkage requires that educators attempt to understand CETA's mission and that CETA personnel get to know the school's goals. Many schools feel they cannot afford to provide CETA with services that CETA itself cannot afford to purchase. Conversely, many CETA agencies are reluctant to purchase services which in their view actually contributed to or created the problems in the first place. In effect, the forces of supply and demand have failed to intersect. As a result, the individual client is in danger of not being treated as a whole person. He is like an afflicted person who says to a medical specialist, "I hope you can treat what I've got" only to be told "I hope you've got what I treat." Perhaps Paul Sultan said it best when he wrote:

> "There is an emotional component to bridge building, too. Clearly, cooperative agreements involve individuals who appreciate the difficulties and limits facing their cooperating counterpart. These understandings emerge slowly, and opportunities to build trust and respect between agency personnel involves day-by-day, deed-by-deed efforts to earn support and confidence. While interagency cooperation can be mandated, it may remain little more than an illusion or institutional skill if both parties to the system are predisposed to turf protection. There are ample temptations along the way to convert the reciprocity of services to the reciprocity of contempt."[6]

<u>On the basis of our own findings, we have concluded that the most important single factor in the improvement of CETA/educational linkages is the reconciliation of divergent philosophies on the part of prime sponsors and program operators. We believe that the effort to build trust and to harmonize differing viewpoints is one that both parties must be mutually willing to make. The stakes are simply too high not to try.</u>

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[6] Paul Sultan, <u>State-of-the-Art Analysis of CETA Linkages in Illinois</u>, Executive Summary, Southern Illinois University, February 1980, page 10.

2. Lack of Communication

As noted earlier in this report, difficulties in communication sometimes arise from divergent philosophies, personality conflicts, differences in jargon, poor organization or any number of other problems. However, even after these root causes of poor communication have been identified and remedied, good communication does not occur automatically. It must be consciously cultivated and, in most cases, carefully planned.

Perhaps the most important piece of advice for an educator or CETA person contemplating a cooperative effort is "get to know your counterpart." Become acquainted not only with the people but also with their positions and their concerns. Although pamphlets and articles may provide basic information, they cannot substitute for a positive personal relationship as the basis for empathetic communication.

"Poor communication and lack of proper administrative coordination between manpower and vocational education constitutes a major problem area," according to Carol P. Kowle.[7] Indeed, report after report cites inadequate communication as one of the main impediments to effective linkages. Likewise, report after report emphasizes that those who are interested in developing genuine collaboration should maintain systematic contact with their counterparts on a continual basis.

On the basis of the findings of this study, we have concluded that channels of communication need to be generally improved, and we recommend that a determined effort be made at three levels. On the personal level, school and CETA personnel should make regular visits to get to know each other in their natural habitats. On the official level, area-wide committees of local agency representatives should be formed or, if already formed, should be revitalized and strengthened. On the state level, every effort should be made by parent agencies to coordinate not only their own activities but also those of their local affiliates.

3. Personality Conflicts

As previously reported, some personality conflicts are minor and transitory, while others are major and more or less permanent in nature. Conflicts that persist after attempts have been made to reconcile divergent philosophies and to establish honest communication require serious attention since such conflicts can destroy, cripple or seriously limit the effectiveness of a program.

CETA personnel come from a variety of backgrounds. Unlike school personnel, they are not unified by a strong professional association or a set of common principles. They do, however, share among themselves a strong identification with the client groups served by CETA. Since they are, with few exceptions, not educators and not likely to be trained in the field of education, they do not automatically share a common bond of understanding with or an affinity for educators. Conversely, school personnel are not self-selected to share automatically a strong identification with or passion for CETA's mission. Therefore, in most instances, CETA and school personnel must make an effort to find or create their own common ground.

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[7] Carol P. Kowle, Vocational Education and CETA, The National Center for Research in Vocational Education, The Ohio State University, Columbus, Ohio, February 1978, page 6.

As a result of our interview findings, we have concluded that most personality conflicts are satisfactorily resolved through discussion and compromise where there is a sincere attempt to serve the larger purpose of the program. In situations where such a resolution has not been achieved, the parties should promptly appeal to their superiors to mediate their differences. In extreme cases in which an irreconcilable personality conflict threatens the effectiveness of the program, we recommend that the superiors involved seek to reassign one or both of the individuals in the larger interests of the program and its clients.

4. Frequent Change in Personnel

National as well as state studies have reported that prime sponsor staffs are plagued with high turnover rates and that the short tenure of many prime sponsor staffs makes it difficult to establish communication and to maintain continuity of relationships between CETA and the schools. Paul Sultan states the problem as follows:

> "There is a high turnover of CETA staff, reflecting the stress of the job environment, changing expectations of program achievement, (and) the complexity of the rules of the game. This substantially complicates the challenge of interagency cooperation when so much of this rests on trust and confidence of interpersonal friendships and association."[8]

The present study did not reveal evidence of uniformly high rates of turnover, but we have concluded that frequent change in personnel has been a substantial problem for program operators in certain geographical areas.

We therefore recommend that a statewide diagnosis of turnover in CETA operations be made and that supportive attention be given to prime sponsors in those areas where turnover is found to be much higher than the system average so that causes can be identified and possible solutions proposed and implemented.

5. Different Fiscal Calendars

A lack of synchronization in the fiscal planning process was cited by 38.5 percent of the prime sponsors and 38.9 percent of the program directors as an inhibiting factor in coordinating activities between CETA and the schools.

Prime sponsors receive their money directly from the federal government and therefore operate under the federal fiscal year which runs from October 1 through September 30. Schools, on the other hand, usually operate on a fiscal year which runs from July 1 through June 30. Since there is no forward funding provision for CETA and since Congress often delays action on Department of Labor appropriations, prime sponsor funds are frequently not released until after the fiscal year has begun. Schools, however, must plan according to their own schedule. Since instructors have to be hired and supplies have to be purchased prior to the beginning of the fall term, schools have difficulty in adjusting to the uncertain funding situation in which they may not know for three or four months into the fall term if or how much CETA support will be available. This incongruity of fiscal calendars makes coordinated planning difficult and mitigates against administrative alignment of the two systems.

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[8]Paul Sultan, State-of-the-Art Analysis of CETA Linkages in Illinois, Executive Summary, Southern Illinois University, February 1980, page 49.

Although different fiscal calendars appear to present an insoluble problem or at least a problem that both parties have to live with, we have nevertheless concluded from our findings that they are susceptible to some synchronization if there is a process of joint planning over a six-to-eight-month period. For example, a school's "lead time" generally encompasses the months of December and January during which new projects can be proposed for the following September. Likewise, CETA must consider proposals during the spring in time for public and regional office review between July and September. Thus, the timetables can be coordinated to some extent if both parties seek to accommodate each other. The period of uncertainty regarding funding becomes more tolerable as a program matures and is supported on a more or less regular basis.

6. Inflexible Regulations

The maze of regulations that surrounds CETA has had a frequently cited negative effect on CETA linkages. Already overburdened in most instances, schools resist becoming involved in a program that will add another administrative chore of complying with new rules and keeping a new set of records. Most schools have neither the time nor the personnel to keep abreast of CETA regulations and their intricate interpretations. In fact, vis-a-vis, more seasoned deliverers of training and employment services, schools are seen as being at a competitive disadvantage. In addition to the above difficulties, the increasing complexity of regulations has cast CETA personnel more and more into the role of monitors who require reports. Thus, the specialized knowledge and the specialized roles, not to mention the use of a specialized jargon, tend to widen and deepen the gap between the prime sponsors and educators, making efforts to bridge the gap even more difficult.

In particular, educators find the criteria for CETA program eligibility frustrating because they rule out too many persons who are seen as needy, deserving and willing to learn, thereby preventing, in many cases, the formation of cost-and-time effective normal-size classes. In some geographic areas, they also find it philosophically repugnant to pay eligible CETA students a minimum wage to go back to school, as the following editorial indicates:

"Why Must We Pay?"

> "On a number of past occasions we have been laudatory of some aspects of the federally funded Comprehensive Employment and Training Act (CETA). We approve, for instance, the idea of giving those without jobs the opportunity to do gainful work in the public interest. . . . (However), we find it disturbing to learn that CETA funds are now being spent to pay people for going to school to learn to work. . . . Those who failed to take advantage of the educational opportunities offered them by the public education system have in reality no one to blame but themselves. Moreover, they can, if they have squandered those years, still go back to school at no cost under various tax-supported programs. . . ."[9]

[9]The New Era, Lancaster, Pa., August 1980, editorial.

In a similar vein, the lead paragraph of a front-page story in The Evening News reported:

> "A $1 million program that Harrisburg School District officials hoped would stem the excessive dropout and truancy rates by offering students a job if they would attend classes has been shelved because federal officials insist that participants be paid (the) minimum wage for the time they spend in class. . . . (The assistant superintendent) said the district refuses to operate the program with that condition imposed, saying there is a 'philosophical problem' in paying students for classroom time, especially since most of the youths involved are ones who previously have not been attending classes. 'For one thing, we feel it would be unfair to the kids who attend classes on a regular basis,' he said. 'It sets a poor example.'"[10]

A number of persons who were interviewed felt strongly that the federal government's mandated minimum wage not only is an injustice to regular students but also reduces the incentive of CETA students and workers to look for permanent jobs. In fact, not a few persons contended that the minimum wage itself has reduced the total number of jobs that would otherwise be available to teenagers and unskilled workers because most small businesses cannot afford to pay it.

Commenting on still another CETA regulation, The Wall Street Journal recently reported:

> "Officials of Berrien County, Michigan, thought their federally financed jobs and training program was 'terrific.' In six years, the program helped train about 20,000 hard-core unemployed county residents in such skills as data processing, nursing assistance and machine operation. But now, fed up with Labor Department requirements, the county is dropping the program and letting the state take it over. . . . 'It's unmanageable, inoperable and it isn't worth the hassle,' says . . . the county's employment and training director. . . . Officials like him across the country are unhappy with a Labor Department rule requiring local governments to be 100 percent liable for money they receive under the 1973 Comprehensive Employment and Training Act of CETA. Cities and counties say 100 percent is unrealistically stringent and doesn't account for human error by the often small unsophisticated groups that spend the funds."[11]

We have concluded, on the basis of our findings, that CETA's criteria for eligibility are too narrowly prescriptive and that certain other CETA regulations are also too restrictive. In the light of these findings, we recommend that the regulations be reviewed with the intent of making them more responsive and adaptable to local needs and conditions. Since more flexible criteria and rules will undoubtedly result in the selection (and self-selection) not only of a greater variety of needy students but also of better motivated students, we also recommend that schools be encouraged to become more amenable in the future to CETA's purchase of available slots in the regular classes for individual referrals, where appropriate. In addition to saving substantial funds, such a practice on a larger scale would enable many more CETA participants to work in an achievement-oriented environment

[10] The Evening News, Harrisburg, Pa., September 8, 1980, page 1.

[11] The Wall Street Journal, New York City, August 26, 1980, page 35.

and, thereby, develop not only a fresh appreciation for the work ethic but their latent talents and competitive instincts as well. Equally important, such a practice would minimize the risk of labeling and negative stereotyping which has been counterproductive.

7. Unnecessary and Burdensome Paperwork

As noted earlier in this report, over two-and-one-half times as many program operators as prime sponsors considered unnecessary and burdensome paperwork to be a problem. There are probably two good reasons for this striking difference: (1) The prime sponsors are, for the most part, assembling or analyzing reports, while the program operators are actually keeping the records and compiling the reports. (2) Also, the prime sponsors have only CETA paperwork to start with, whereas the schools must contend with CETA paperwork on top of their usual very substantial recordkeeping and report-making activities.

It would not be necessary to make the above distinctions were it not for the fact that some prime sponsors have contended that the paperwork issue is largely a fashionable exaggeration. This is simply not so. Even the most dedicated program operators had the feeling that their best efforts to serve people were being diverted to the cause of bureaucratic reporting requirements.

In support of the above, it should be pointed out that the Commission on Federal Paperwork estimated that the CETA programs have absorbed more than 100 million man-hours annually just on paperwork. This figure equates to 50,000 full-time workers doing nothing but CETA paperwork at a cost of $500 million. It should be noted here that these figures are for 1975 when the entire CETA program cost about $3 million. It would be a conservative guess to say that the paperwork generated by CETA may now cost more than $1.5 billion. This, of course, represents a substantial waste of tax dollars which could be invested in preparing people for productive work rather than in filling out numerous, often unnecessary, or even irrelevant forms.

Last year, Senator Bentsen asserted that 75 to 80 percent of the paperwork at all levels of government could be eliminated while improving efficiency. Although he conceded that information is needed to monitor program effectiveness, he conjectured that CETA may be spending $50,000 in paperwork in order to identify the last $5 that may have been squandered.

As a result of our investigation, we have concluded that unnecessary and burdensome paperwork is indeed seen as a formidable problem, and we recommend that all levels of government should take strong measures to reduce and simplify it. In particular, we recommend that CETA monitoring systems make greater use of standard sampling techniques rather than the presently required universal reporting procedures.

8. Local Conditions

In the course of this study, it became apparent that conditions unique to a locality are sometimes an important factor in the establishment and maintenance of effective CETA/educational linkages.

On the basis of our findings, we have concluded that both the prime sponsors and the program directors need to take special initiatives to overcome existing bias against, and consequent resistance to, public service programs, such as CETA, in communities that are politically and socially conservative. We have also concluded that both parties will need to take special initiatives to remedy the existing lack of public transportation in rural areas where the client population is geographically dispersed and frequently without personal transportation.

9. Other Factor(s)

It has been well-documented that, at least in the formative years of CETA, the selection of service deliverers was influenced by political considerations. Although the selection process has subsequently been removed from politics and although the decision-making process has more recently been opened up to public scrutiny, a few vestiges of the old political spoils system apparently still remain.

We therefore conclude that further vigorous efforts should be made to shield CETA operations from political pressures in those few places where such influence is still exerted.

V. SUMMARY OF METHODOLOGY AND FINDINGS

All 32 prime sponsors of CETA programs in Pennsylvania were surveyed by questionnaire in order to determine their ratings and observations concerning the nature and effectiveness of CETA/educational linkages in their area of jurisdiction. The respondents were also asked to nominate programs in their area that they considered as exemplifying good educational linkage or as representing examples of poor linkage that might profitably be studied.

The program operators of these nominated programs were then surveyed to ascertain their rating of the effectiveness of their CETA/educational linkages and suggestions for improvement of, or establishment of, such linkages. As in the case of the prime sponsor administrators, intensive telephone follow-up of those not returning their questionnaires resulted in a high (95 percent) rate of return; i.e., 138 out of 145 nominees.

Program operators were then selected for in-depth interviewing based upon their survey responses consonant with the need for geographic and rural/urban coverage. In all, 68 program operator administrators and 26 prime sponsor administrators were interviewed.

Review of pertinent literature and the findings from these interviews and surveys resulted in the general conclusion that divergent philosophies concerning goals, lack of communication, personality conflicts, frequent change in personnel, different fiscal calendars, inflexible regulations and eligibility criteria, unnecessary and burdensome paperwork, local conservative and political differences, local transportation deficiencies and political pressures all play a role in determining the effectiveness of CETA/educational linkages and that the following recommendations could be made:

1. *Every effort should be made to reconcile the naturally divergent philosophies of educators and CETA personnel; i.e., to build an atmosphere of mutual trust and to harmonize or reconcile differing viewpoints.*

2. *A determined effort to improve channels of communication should be made at each of three levels.*

    a. *On the personal level by deliberately scheduling reciprocal visits between school and CETA personnel in order to get to know each other in the individual's work setting.*

    b. *On the official level by forming area-wide committees of local representatives or, if already formed, revitalizing and strengthening these committees.*

    c. *On the state level by encouraging parent agencies to not only more effectively coordinate their own activites but also to seek better coordination with their local affiliates.*

3. *Resolve personality conflicts through discussion and compromise and where necessary seek mediation by one's superiors. In extreme cases, where the program's existence is threatened, the superiors should consider reassignment of one or more of the individuals in conflict.*

4. *A statewide diagnosis of the incidence of turnover in CETA operations should be made and supportive attention be given to prime sponsors where the turnover rate is high in order to identify causes and seek solutions.*

5. *Although differences in fiscal calendars seem inevitable, every effort should be made to minimize the difficulties this causes through joint planning over a six-to-eight-month period and through mutual accommodation.*

6. *CETA regulations should be carefully reviewed with the intent of making them more responsive and adaptable to local needs and conditions.*

7. *All levels of government should take strong measures to reduce and simplify the paperwork involved in conducting CETA programs with special consideration being given to a greater use of standard sampling techniques in monitoring rather than the present practice of universal reporting.*

8. *Special efforts should be made to recognize and take special initiatives to overcome the frequently existing bias against, and consequent resistance to, public service programs, such as CETA, in communities that are politically and/or socially conservative.*

9. *Federal and state officials, prime sponsors and program directors should all take special initiatives to remedy the existing attendance problems caused by lack of public transportation in rural areas where the client population is geographically dispersed and, frequently, without personal transportation.*

10. *Further vigorous efforts should be made by federal and state officials to shield CETA operations from political pressures in those few places where such influence is still being exerted.*

VI. APPENDICES

COMMONWEALTH OF PENNSYLVANIA
DEPARTMENT OF EDUCATION
BOX 911, HARRISBURG, PA. 17126

February 4, 1980

The Pennsylvania Department of Education was awarded a contract by the Pennsylvania Department of Labor and Industry to explore the "Improvement of CETA/Educational Linkages." The enclosed survey form represents the first phase of this project.

It is our hope that the findings of this survey will enable us to identify not only where there are educational linkage problems but, more importantly, where you have been able to implement successful linkage arrangements with the educational institutions of the area and ultimately, through successive survey and interview of operators, how you went about establishing successful linkage arrangements. We are particularly interested in knowing how you may have gone about successfully correcting a poor linkage situation.

Your cooperation in completing this survey and returning it to the address shown on the survey form will be most appreciated. The findings will be used as the basis for a survey of program operators. Please return by February 29, 1980.

The second survey will be more specific in character and will seek to study those programs that are highly successful or unsuccessful with regard to educational linkages and, to some degree, the nature of their success or difficulties. This second survey will then be used to identify candidates for interviews designed to get specific details of the strategies used and problems encountered.

Sincerely,

George E. Brehman, Jr.

George E. Brehman, Jr.
Project Director
Bureau of Research and Evaluation

GEB/dlr

Enclosure

Return to: Dr. George E. Brehman
Bureau of Research & Evaluation
PA Department of Education
333 Market Street, 12th Floor
Harrisburg, PA 17126

CETA PRIME SPONSOR EDUCATIONAL LINKAGE SURVEY

1. How satisfied are you with the CETA/Educational Linkages in your area of jurisdiction?

   a. Very satisfied.
   b. Relatively satisfied but some problems exist.
   c. Not very satisfied, in need of substantial improvement.
   d. Not at all satisfactory, with very difficult problems to resolve.

2. How satisfactory are your CETA/Educational Linkages now relative to past years?

   a. Much the same as in the past.
   b. Much less satisfactory than in the past.
   c. Much more satisfactory than in the past.
   d. Our program is too new to be able to refer to the past.

3. If your CETA/Educational Linkages were rated by you in Item 1 as "very satisfied," please indicate briefly what you believe made this achievement possible; i.e., a planning strategy, existing personal relationships, etc.

4. If you indicated that you had problems in the past but now find the situation "very satisfactory" or "relatively satisfactory," what strategies did you use to improve the situation? (Briefly describe)

5. If you indicated that you were not satisfied, describe briefly below what problems you are now experiencing with regard to CETA/Educational Linkages and what strategies, if any, you are attempting or planning to use.

6. Please write in below the names and addresses of at least five programs characterized by highly satisfactory CETA/Educational Linkage arrangements that were the result of a deliberate use of a linkage planning strategy and which we may investigate further by personal interview. (If there are more than five, please append a list.)

Program: _____
Contact Person: _____
Address: _____
_____
Telephone: ( ) _____

Program: _____
Contact Person: _____
Address: _____
_____
Telephone: ( ) _____

Program: _____
Contact Person: _____
Address: _____
_____
Telephone: ( ) _____

Program: _____
Contact Person: _____
Address: _____
_____
Telephone: ( ) _____

Program: _____
Contact Person: _____
Address: _____
_____
Telephone: ( ) _____

7. Please write in below the names and addresses of up to five programs characterized by marked educational linkage problems that we might profitably explore further in order to get a detailed picture of the kinds of problems they have run into. (If more than five, append a list.)

Program: _____
Contact Person: _____
Address: _____
_____
Telephone: ( ) _____

Program: _____
Contact Person: _____
Address: _____
_____
Telephone: ( ) _____

Program: _____
Contact Person: _____
Address: _____
_____
Telephone: ( ) _____

Program: _____
Contact Person: _____
Address: _____
_____
Telephone: ( ) _____

Program: _____
Contact Person: _____
Address: _____
_____
Telephone: ( ) _____

8. Do you have any additional comments or suggestions that would help us to identify successful strategies or models for the establishment of successful educational linkages?

COMMONWEALTH OF PENNSYLVANIA
DEPARTMENT OF EDUCATION
333 Market Street
Harrisburg, PA 17126

March 21, 1980

The Pennsylvania Department of Education has been awarded a contract by the Pennsylvania Department of Labor and Industry to explore the "Improvement of CETA/Educational Linkages." By "linkages," we simply mean effective personal and organizational cooperation in the planning, administration and evaluation of CETA programs on the part of prime sponsors, appropriate educational agencies and institutions, and institutions providing training programs.

We hope that our study will enable us to identify and share not only the essential elements of successful linkages but also useful remedies for unsuccessful linkages. In short, we are looking for models that are transportable and transplantable.

As a first step in this project, we seek to survey programs that are characterized by highly satisfactory CETA/educational linkage arrangements as well as those that may have experienced substantial CETA/educational linkage problems.

The purpose of this letter is to obtain from you general information about your program linkage experiences and to make preliminary plans for on-site interviews of selected program operators. Accordingly, we shall appreciate it very much if you will complete the enclosed questionnaire and return it to us by Monday, April 14, 1980 at the latest so that we can be in a position to make definite arrangements for a visit at a time that is mutually convenient.

Many thanks, in advance, for your courtesy and cooperation.

Sincerely,

George E. Brehman, Jr.

George E. Brehman, Jr.
Project Director

GEB/dlr

Enclosure

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Please return by April 14 to:
Dr. George E. Brehman, Jr.
Bureau of Research & Evaluation
Pennsylvania Department of Education
333 Market Street (12th Floor)
Harrisburg, PA 17126

CETA Program Educational Linkage Survey

I. How satisfactory have your CETA/educational linkages been? (Circle one)

A. Very satisfactory

B. Relatively satisfactory

C. Not very satisfactory

D. A substantial problem

II. If you indicated that your CETA/educational linkages have been "very satisfactory" or "relatively satisfactory," please describe the factor(s) contributing to their success.

A. _____

_____

B. _____

_____

C. _____

_____

III. If you indicated that your CETA/educational linkages have been "not very satisfactory" or "a substantial problem," please indicate the nature of the difficulties encountered:

A. _____

_____

B. _____

_____

C. _____

_____

IV. Did your program experience CETA/educational linkage problems when it first began?

_____ Yes _____ No

V. Have your CETA/educational linkage problems caused a deteriorating situation?

_____ Yes _____ No

VI. Have your CETA/educational linkages gradually strengthened and led to an improved situation?

_____ Yes _____ No

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VII. Please list any kinds of evidence (e.g., placement surveys, student questionnaire results, prime sponsor evaluations, polls of employers, community agencies, school boards, etc.) that you have used to determine the effectiveness of CETA/educational linkages.

A. _____

_____

B. _____

_____

C. _____

_____

VIII. Are you aware of any CETA/educational linkage assessments that others (e.g., prime sponsors, community agencies, employers, advisory councils, etc.) have made of your program? If so, please list the organization(s) and, if possible, the address(es):

A. _____

_____

_____

B. _____

_____

_____

IX. Please indicate below dates that would be convenient for you to have an on-site interview.

May _____

June _____

July _____

August _____

X. Please list your name, address, and telephone number so that we can arrange an on-site visit at your convenience.

Name: _____

Address: _____

_____

(Zip Code)

Telephone: ( ) _____

Interview
CETA Educational Linkage Survey

Name: _____

Title: _____

Program: _____

Address: _____

_____

_____

_____

Telephone: _____

Time: _____

Date: _____

Interview Guidelines and Questions
CETA Educational Linkage Survey

We appreciate your willingness to participate in our CETA/educational linkage survey, and we hope that our findings will be helpful to you and others.

Since we shall keep all replies strictly confidential and not identify any response, either by person or program, we hope that you will feel very free to express your frustrations and failures, as well as your satisfactions and successes.

We are not program evaluators. On the contrary, by sympathetically reporting your problems and difficulties, we hope that our final report will give you a larger voice in bringing about needed changes in the future.

Since our survey is concerned mainly with CETA/educational linkages, we have defined "linkages" to mean simply "effective personal and organizational cooperation in the planning, administration, operation and evaluation of CETA programs on the part of prime sponsors, appropriate agencies and institutions, and persons providing training programs."

1. Perhaps the best place to begin would be for you to summarize what you yourself consider to be the program's main strengths and weaknesses. (Note salient points.)

2. On the survey form, you indicated that your CETA/educational linkages were _____.

On what basis did you arrive at this judgment?

If this rating diverges markedly from the prime sponsor's rating of _____ _____,

explore the reasons for the difference in judgment.

3. What steps have you taken or do you plan to take to improve CETA/educational linkages?

4. If you were giving advice to policy makers as to how to go about establishing more effective CETA/educational linkages, what would you say?

5. Have any of the following factors caused problems in establishing or maintaining effective CETA/educational linkages?

	YES	NO
a. Divergent philosophies?	____	____
b. Lack of communication?	____	____
c. Personality conflicts?	____	____
d. Frequent change in personnel?	____	____
e. Different fiscal calendars?	____	____
f. Inflexible regulations?	____	____
g. Unnecessary and burdensome paperwork?	____	____
h. Local conditions?	____	____
i. Other factor(s)?	____	____

If yes, in what respect did these factors cause problems, how did you deal with them and what success did you have in solving them?

a.

b.

c.

d.

e.

f.

g.

h.

i.

6. If CETA funds were not available, would you seek to continue the program in whole or in part? Why? Why not?